

NATIONAL SEMINAR ON URBAN COMMUNITY DEVELOPMENT

(February 15-16, 1973)

ISSUES FOR DISCUSSION

UNDER THE JOINT AUSPICES OF  
CENTRAL INSTITUTE OF RESEARCH & TRAINING IN PUBLIC  
COOPERATION  
AND  
CENTRE FOR TRAINING & RESEARCH IN MUNICIPAL ADMINISTRATION  
INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
NEW DELHI

# CENTRAL INSTITUTE OF RESEARCH & TRAINING IN PUBLIC COOPERATION

## Issues for discussion.

### I. Basic assumptions and objectives of urban community development Programme:

- (i) What have been the basic assumptions and objectives of UCD programme ?
- (ii) To what extent these have been realised ?
- (iii) To what extent these were potentially attainable ? Are these certain elements of irreconcilability on mutual incompatibility ?
- (iv) Can there be a more realistic statement of objectives keeping in view the size and level of programme operation ?

### II. Size, extent and coverage of the programme :

- (i) Review of the existing size, extent and coverage of the programme.
- (ii) Criteria for the selection of service areas.
- (iii) What should be the size and extent of the programme under the Fifth Five Year Plan.
- (iv) What should be the size and coverage of each project ?
- (v) A realistic reframing of criteria and minimum conditions for selecting an area to be covered under the programme.
- (vi) What should be the role of Project staff in the selection of area ?

### III. Programme contents, priorities and mechanisms of programme development :

- (i) Review of existing programmes, mechanisms of programme development etc.
- (ii) How to relate programmes with felt and expressed needs of the community ?
- (iii) How to determine programme priorities ? Areas of concentration ?

- (iv) What should be the mechanisms of programme development and implementation ? Role of Mohalla or neighbourhood Committees ?

#### IV. Community Participation

- (i) Review of the nature and magnitude of community participation; mechanisms of mobilising people's participation; appraisal of Vikas Mandal and Vikas Sabha approach, community centre or community participation.
- (ii) Problems and difficulties faced in seeking community participation.
- (iii) Ways & Means of seeking increasing community participation, greater people's involvement and support to the programme; promoting volunteer service etc.
- (iv) Strategies for developing city-wide participation and involvement.

#### V. Administrative and Financial Assistance Pattern

- A. (i) Review of existing administrative patterns; problems and difficulties.
- (ii) Administrative equation with local bodies and government departments.
- (iii) Role and functioning of advisory committees.
- (iv) What are the alternative administrative arrangements
  - : direct supervision of the State Governments
  - : autonomous functioning i.e. BCC
  - : a specialised wing of municipal administration, etc.
  - : direct control of municipal authorities.
- B. (i) Review of existing financial patterns; money allocation, matching contribution, programme funds etc.
- (ii) Problems and difficulties faced

(iii) Suggested financial provisions and its head-wise break up.

(iv) Mobilisation of local resources.

VI. Staffing pattern, Staff Development and Supervision

(i) Review of existing : -

: staffing pattern - system of recruitment

: methods and mechanism of supervision

: opportunities for training and staff development

: standard and quality of the staff

(ii) Problems and difficulties faced under the existing arrangement.

(iii) on what lines staff is to be restructivised ;  
new recruitments to be made ; modes of supervision  
and staff development evolved.

VII. Role of voluntary organisations, municipal agencies and Government departments

(i) Review of existing role of voluntary organisations, municipal agencies and government departments; problems and difficulties faced.

(ii) Ways and means of developing working partnership between UCD projects, voluntary organisations, municipal agencies and government departments.

VIII. Coordination with other urban services and integrated programme developments

(i) Review of existing patterns and areas of coordination

(ii) Problems and difficulties faced

(iii) Scope for an integrated programme approach

(iv) ways and means of effecting coordination and integration of urban services and programmes at the : -

- city level
- state level
- central level



IX. Training, Research and Evaluation

- (i) Review of existing training and research structures at : -
  - : the project level
  - : the state level
  - : the central level
- (ii) Identification of training and research needs in the programme
- (iii) Strengthening training and research structures for an effective feed back.
- (iv) Evaluation and research as a built in process and methods of effective utilisation of research material.

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INTEGRATED APPROACH TO SOCIAL AND PHYSICAL IMPROVEMENTS  
IN SLUM AREAS

UNDER THE JOINT AUSPICES OF  
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NATIONAL SEMINAR ON URBAN COMMUNITY DEVELOPMENT

INTEGRATED APPROACH TO SOCIAL AND PHYSICAL  
IMPROVEMENTS IN SLUM AREAS:

URBANISATION: (Note U.C.D. Project, Hyderabad)  
circulated

The recent trends in urbanisation have resulted in large influx of population from rural areas to cities in search of labour and employment opportunities. These people have settled down mostly by encroaching lands belonging either to Government, Municipal Corporation or private individuals, thereby enlarging the existing slums or creating new slums. These slums are developed in thickly populated areas, since these immigrants would like to be in the centre of the city and not in the periphery, on consideration of distance from the work spot, availability of transport facilities, etc. This has been the pattern of development in most of the urbanised areas, and particularly so in metropolitan cities. Seized of these trends in the urbanised areas, the Government of India launched Slum Clearance Schemes in the Second Five Year Plan itself. But this could touch only the fringe of the problem and unless heavy financial assistance is given under the plan it may not be possible to make much head-way.

During recent years, much emphasis has been laid on the welfare of the weaker sections of the society, and to that effect the Government of India have launched the Slum Improvement Scheme on a massive scale.

This consists of providing environmental improvements to slums which normally include water supply, sewers, storm-water drains, community baths and latrines, widening and paving of existing lanes, street lighting etc.

SLUM IMAGE:

Slum is essentially a human problem. The outward picture of the slum has to be viewed only as a sign of human backwardness. A glance at it solely as an environmental affair would be only superficial, which does not reveal the slum problem in its entirety. The architects and designers of slums are the less fortunate, illiterate and innocent men and women living there-in, who are to be re-educated if any attempt to give a new look to our slum is to succeed. It is a truism that nobody want only prefers to live in filthy conditions. According to one's own standards, norms and mental set-up, he would build his surroundings to the best of the ability and feel contented with it.

PHYSICAL FEATURES:

The word 'slum' is apparently derived from 'slumber', as the slums were unknown back:streets seemingly sleeping quiet. They are characterised by inadequate housing, deficient facilities, over-crowding and congestion. Dark streets, dirty drains, stinking smell, zig-zag lanes, impure water, shaky shenks, smoky hovels,

insanitary surroundings with night soil all around are the general outward features of a slum.

SOCIAL FEATURES:

There we find clusters of persons who are tattered, dusty, abject and feeble. Dirty clothes, unclean bodies, shabby hair, vulgar words, bad manners, malnutrition, ignorance, superstition, disease, illiteracy, unemployment, poverty, gambling, drinking, anti-social acts, quarrels, and crimes are common social characteristics. It is a sub-culture, with a set of norms and values, which is

reflected in poor sanitation and health practices, deviant behaviour and characteristic attitudes of apathy associated with intolerance for conventional approaches.

BEHAVIORAL PATTERN:

Even if a latrine is constructed, the children defecate on the street.....through the latrines are used, the individual's job will be over without flushing water into it.....

Urinals may be provided but they are not habituated to use them.//A street light may be a hindrance to their dark way of living and it is no wonder if the bulb is broken in no time.....

Bath rooms may be built, but they don't feel the need for daily bath.....

Washing platforms are provided but they wash on the well platform only as per their usual practice.....



. Dust-proof roads may be laid, but they get spoiled in no time.....

Common problem is nobody's responsibility.

They eat any food stuff that comes in handy, as they know little about nutrition.....

Gambling is their game as they do not have other recreation.....

They drink and that is their hobby.....

They are engaged in petty quarrels and crimes and find little time to ponder over better living.

#### COMMUNITY DEVELOPMENT:

It was late Prime Minister Jawaharlal Nehru, who spoke about the 'destination man' and he stressed the need for maximum investment in "man". Building the human being is of utmost importance more than building the roads, buildings etc. With this lofty aim, community Development Programme was launched in the country in 1952, and the Ministry of Health, Government of India has initiated Urban Community Development Pilot Projects in the 3rd plan. Now we find the imperative need to direct the programme with focus on Urban slums.

Rousing the aspirations of the people through social education and community organisation may not be of much avail if suitable avenues for accomplishing the needs are not provided. Similarly, filling of the physical gaps as viewed from the external planner's angle, without simultaneously bringing about a desirable

change in the attitude of the prospective beneficiaries will also result in wasteful expenditure on works which will not be put to fuller and proper utilisation. Any piece-meal approach to the slum problem through Environmental Improvement Plan may yield results which will be only shortlived, touching the real problem only on its fringe and unless it is tackled wholly, the problem will be a perpetual one. If people are not associated and educated about the programme carried out, and on proper up-keep and utilization of the amenities provided, the effects of improvement might be nullified in no time, due to the slum mentality with which the people used to live in the past. This is how probably we were unable to realise the desired results in the existing general Slum clearance programmes.

INTEGRATED APPROACH:

Harmonious development is possible only when there is an integrated approach to the totality of the programme. As human element is responsible for the creation of slums, it is imperative that 'human development' should go hand in hand with 'Slum Improvement'. A balanced blending of the Urban Community Development and Environmental Improvement Scheme in Urban Slums will be meaning-ful and ideal.

A modest plan is chalked-out for the city of Hyderabad with the objective of reinforcing the Environmental Improvement Scheme in Slum areas with Urban Community Development Programme which is already operating in a part of the city. But it could not make much headway as this is not an approved item of expenditure under Slum Improvement Programme now under operation by Government of India. However a survey cell is already constituted to assess the existing situation and the felt needs in different slums as a first step in this direction, meeting the cost from Corporation funds.

#### The Scheme

##### Objectives:

- 1) To bring about a change in the attitude of the Slum dwellers for a better living.
- 2) To develop a sense of belonging to the community and stimulate people for participation in Community affairs in solving their community problems through self-help and mutual aid.
- 3) To develop local initiative and foster healthy and democratic leadership.
- 4) To create a sense of social coherence on neighbourhood basis through corporate civic action and to promote a spirit of national integration.
- 5) To ensure fuller utilization of technical and welfare service available with the Government, Corporation and other welfare agencies.

### PROGRAMMES:

The nature of programmes will be the same as the existing ones in the Urban Community Development Project which include.

Formation of Basti Development Committee; Mahila Mandal; Youth Clubs; Children's Groups; Starting of Balwadies; Sewing Centres; Gymnasiums; Construction of Self-help community halls; Reading rooms; Community Radio sets; Starting of Adult Literacy Centres; Periodical Medical Check-up; Study tours; Recreation and cultural programmes; Film Shows; Seminars; Group discussions; Neighbourhood meetings; Sanitation Drives; Fund Raising programmes; Campaigns against social evils; Economic programme etc.

The Project Officer will serve as liaison between the people and the Municipal and Government Departments and the Voluntary agencies like the Rotary Club, Lions Club, Junior Chambers etc to ensure fuller utilization of technical and welfare services.

### ADMINISTRATIVE SET-UP

Core staff: The U.C.D. Project staff  
i.e., 1. Project Officer  
8. Community Organisers  
(4 male and 4 female)

Scheme staff: 2 Asst. Community Organisers  
(1 Male and 1 female) for  
a group of 10,000 slum population.  
2 Programme Assistants in Office.

. The whole scheme will be under the overall control of the Municipal Commissioner. The Project Officer may be made to direct the scheme and existing Community Organisers to guide and supervise the work of Assistant Community Organisers. The existing system relating to Urban Community Development Programme and slum improvement will continue to function as usual with the addition of this scheme.

However, each Community Organiser will have to supervise and guide the work of the Assistant Community Organisers in one Municipal Circle area attached to him or her.

FINANCIAL OUT-LAY FOR 5 YEARS  
TO BE MET FROM SLUM IMPROVEMENT FUNDS

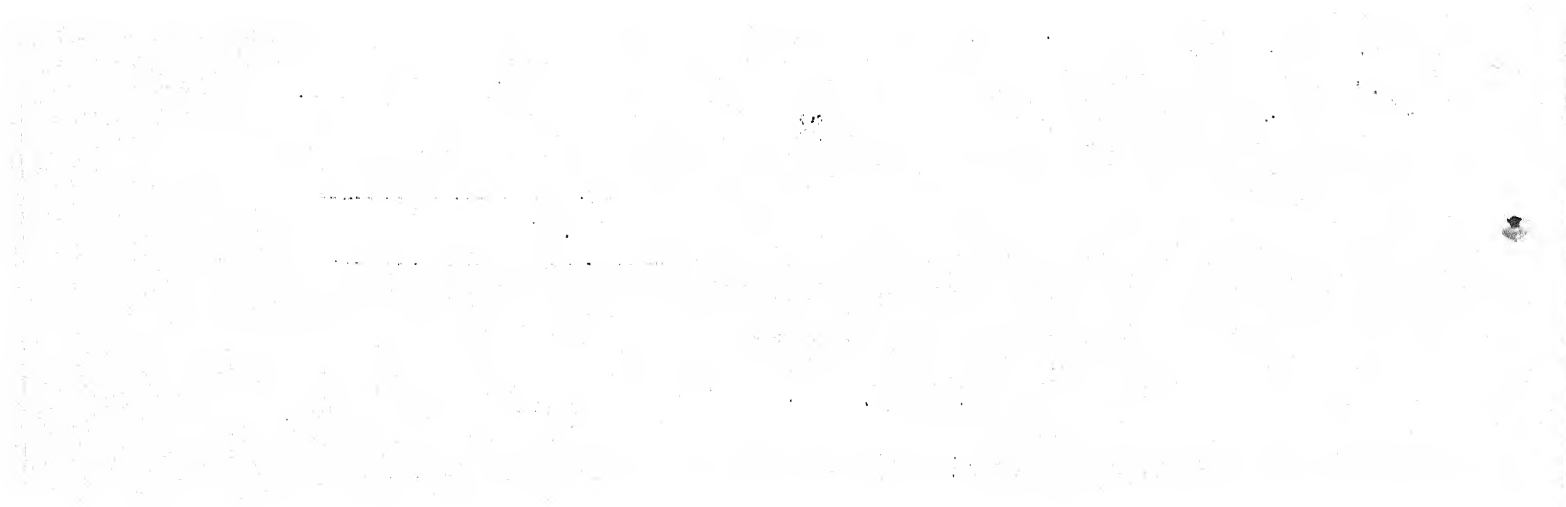
1. Staff:

- |    |   |            |
|----|---|------------|
| a. | 40 Assistant Community Organisers<br>20 male and 20 female (presuming<br>that the slum population in the<br>city is 2,00,000) in the<br>scale of Rs.90-6-150-7-192. | 6,84,000/- |
| b. | Two Programme Assistants in the<br>scale of Rs. 150-10-300  | 46,000/-   |
| c. | 8 helpers on a monthly honorarium<br>of Rs.100/-  | 48,000/-   |
| d. | Lumpsum Supervisory and<br>Travelling allowance   | 60,000/-   |
| 2. | Cost on local programmes @<br>Rs.10,000/- for each circle<br>per annum.   | 4,00,000/- |
| 3. | Cost of one 4-wheeler tempo   | 26,000/-   |



4.	Cost of Publicity Material	28,000/-
5.	Miscellaneous contingencies @ 10000/- per annum	50,000/-
	Total	<hr/> 13,42,000/- <hr/>

The seminar may consider the points raised in this paper on the approach to an integrated programme of social and physical improvements in slum areas and offer its recommendations on this new strategy.



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A NOTE ON URBAN COMMUNITY DEVELOPMENT  
PROJECT HYDERABAD, A.P.

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A NOTE ON URBAN COMMUNITY DEVELOPMENT  
PROJECT, HYDERABAD, A.P.

The Urban Community Development Project started functioning in Ward No.22 since December, 1967. It was initially sponsored by the Government of India bearing 50% of the total expenditure, and the State Government and the M.C.H. sharing 25% each. Subsequently the scheme was transferred to the State Sector since 1969-70.

Project area:

8

The Project programme was originally taken up in ward No.22 of the Municipal Corporation of Hyderabad and it was extended to Block (3) and (7) of ward No. (17) during 1970-71 as per the resolution of the Standing Committee of M.C.H. without any additional commitment on staff.

Programme:

Community Development is essentially a people's programme and is not a target oriented one. The programmes are planned and taken up according to the felt needs of the local people and their response.

The Project mobilised several sections to work together and solve local problems by themselves, without outside help. It also sought and received encouraging cooperation from various other agencies and implemented several programmes.// Activities sponsored by the Project: Several activities were initiated under educational, economic and self help and amenities programmes with



3. Expansion and coverage of Urban Community Development Programme.

Now that evaluation is completed by the Central Institute of Training and Research in Public Cooperation, it is necessary to decide about the future course of the programme since there is so much urge from other city areas for expansion and either the corporation or the State Government are not in a position to expand the programme any further.

4. Community Development with Slum Improvement.

Much emphasis is laid now on a slum improvement programme and social change with change in human attitude is equally important which may be stimulated through people's programmes similar to Urban Community Development. Both these activities need to be taken up simultaneously.

5. Area:

The felt needs of certain Middle and Upper class communities are very ambitious which are beyond the scope of the Urban Community Development Project. Their movements with the interest groups are very wide and scattered and their attachments with the local communities are very limited. So it may be desirable to choose selected backward pockets having social identity and economic inferiority for introducing this type of programme even though they appear scattered.

Organisation:

1. The pilot stage of Urban Community Development Programme is completed in almost all the projects and the evaluation is also done. Now there is need to decide about the future course of expanding this programme by the Central Government which has

initiated this. By this, the staffing pattern and the service conditions in the Urban Community Development Projects may also be given a final shape, thus protecting the staff from their present insecure positions.

2. The success of the Urban Community Development programme is derived mainly through the coordination and cooperation extended by the various development departments both in and outside the Municipal Corporation. A review of the working of this programme may be made periodically at state level which would act as a forum to instigate departmental cooperation. The post of Project Director enunciated in the Central scheme would make the liaison work more efficient at the State level.

3. The Urban Community Development Programme may work in collaboration with the National Institute of Community Development, Indian Institute of Public Administration (IIPA) in so far as Research and Training are concerned to derive maximum advantage of their much experience in the fields of Community Development and Municipal Administration. They should also be in a position to supply adequate educational material such as literature, posters and films for use by the field staff.

The Orientation and Training syllable to the Municipal staff and non-officials may cover the field of Urban Community Development also with practical field observations.

In cities where the Urban Community Development is under operation, the officers of various development departments connected with the Urban Community Development scheme may be

oriented to the Urban Community Development Programme.

Administration:

1. The Central Institute of Public Cooperation after its evaluation may be able to list out various activities under Urban Community Development Programme and with the help of this, a job chart may be developed for the guidance of field staff. In spite of over coming red tapism and correspondence to a great extent, the scriptory work is reaching its heights with the multiplication of institutions and programmes which is at times barring the community organisers from attending to more important field work. So the appointment of some clerical staff to the Project may also need to be considered.

2. The honorarium of Rs.50/- now in vogue to the Voluntary worker is hardly sufficient to meet even the pocket expenses. This may be enhanced to Rs.100/- to cope up with the present soaring prices.

3. The provision of Rs.15000/-, Rs.5000/- and Rs.4800/- under matching grants, contingencies and the honorarium to Voluntary workers respectively may be enhanced to Rs.25000/-, Rs.10000/- and Rs.10000/-.

Coordination:

1. A coordination committee at the local body level consisting of officers from Municipal and other developmental departments of the Government and representatives of service organisations of city level may be set up to ensure fuller utilisation of existing services and resources.

Community Participation:

Existence of factions and undemocratic leadership in certain communities and also wielding of undesirable influence and pressure by forces such as those of religious and political hinder or block the pace of community participation in some mohallas and the time and energy utilised to bring about a change in such places is rather discouraging at times.





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PERSPECTIVES OF THE SOCIAL DEVELOPMENT PROGRAMME  
IN THE SLUMS OF THE C.M.D.

By:

Dr. Sudhendu Mukherjee,  
Urban Sociologist, C.M.P.C.,  
Calcutta.

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The Basic Principles

1. Nearly two million people, on a rough estimate, live in the slums of Calcutta, Howrah and other municipal towns of the Calcutta Metropolitan District. Extreme poverty, high unemployment-rate, illiteracy, unbearable insanitary environment, overcrowded and unhygienic living - such are the ugly features of their miserable existence. But, this is the negative aspect of their life - everywhere, in all the bustees, there is an under-current of community effort for a better life - for better education, better health and a perennial struggle for existence - to learn some vocation and earn a living anyhow. Perhaps it could be said that such community efforts reflect a much deeper process of social action and social cohesion. This vitality of social life is the fountain of all sustaining forces that keeps up the spirit of this down-trodden humanity.
2. These bustee-dwellers were so long neglected by all the landlords, the hutowners, the Corporation and even by the Government. The minimum legislations that were available were weak and were primarily meant to protect the various vested interests in the bustees. Even the draft legislation prepared by the C.M.P.O. which took nearly five years for finalisation, was rather timid when it made payment of compensation to landlords for bustee-acquisition as an essential pre-condition for carrying out the very marginal nature of slum-improvement programme. Even this legislation could not be enacted due to acute political tensions in the State and, finally, with the enactment of the C.M.D.A. Act in August 1970 and the West Bengal Slum Improvement and Clearance Act in January 1971, the Government felt itself armed enough legally to 'enter' the bustees and to carry out sanitational improvement works without paying any compensation in the real sense (only in cases of serious legal objection by landlords, there is a provision to pay a very nominal amount of compensation to the landlord for the 'use' value of the land for laying sewer, drainage and water-mains in any bustee).
3. As a result, since the beginning of 1971, there has been a new awakening in the life of a huge section of bustee-dwellers after the start of the massive slum-improvement programme by the C.M.D.A.. For the first time, engineers, contractors and social

workers have gone in a big way to tackle some of the urgent problems in the slums; tons of cement, sand, stone-chips, rubbles, bricks, iron-rods, etc. have been piling up inside the bustees and there is a hustle-bustle of activity all around the slums, where the programme has been taken up. The dwellers and their leaders also responded splendidly, welcoming the Engineers and Surveyors into the lanes and bye-lanes of each bustee in the first instance, then they rendered invaluable help in preparing the engineering design of the slum-improvement work in each bustee by locating the existing facilities like service-prives, water-taps, drains, etc and suggesting and offering sites for new and improved facilities and lastly, they have been constantly on the vigil in checking the daily progress of work by the contractor's men. In so doing for the last category of job, they have been pointing out to the various shortcomings and gaps in the engineering works, some of them being quite serious in as much as they might jeopardise the very objective of smooth functioning of the sanitation network. Complaints also relate to low-quality materials like bricks, sand, cement or improper use of materials like sand-cement mixture, etc. These initiatives and activities on the part of the bustee-dwellers point to the inexhaustible human resources lying dormant in the bustee-community for all these past years when the planners and administrators were quibbling over legal subtleties of formal entry into slums and the rate of compensation for bustee-acquisition. Again, it was seen in course of the last two years' CMDA operations that the full initiative and resources of the bustee-people could not be properly harnessed in the absence of a well-thought out programme of fullest community participation in all the phases of physical and social development programmes. If the programme was made essentially a peoples' programme, the peoples' voluntary participation in all kinds of supervisory and monitoring activities would have been a real asset in the programme and even more in many of the unskilled and semi-skilled jobs of the improvement works, the unemployed bustee-people could have been employed. In this sense, the bustee-improvement programme could have been transformed into a peoples' programme, following the classical principles of community organisation work.

5. Similarly, the CMDA programmes for the expansion of health and educational facilities could have been reorganised from the bustee-level upwards. The case has been argued in detail how the unrecognised primary schools could be strengthened, which can go a long way in finally 'saturating' all children under the primary education programme. The poor, illiterate parents lack adequate motivation and would prefer their children taking up early employment, which would supplement family income. Again, the high incidence of 'drop-outs' 'stagnation' and 'wastage' in education calls for a new and radical approach in tackling problems of primary and high school education. Rigidity about standards and regulations would lead to the perpetuation of the



vicious cycle-large masses of the poorer section of the population would perennially remain outside the pale of education because of lack of schools and lack of motivation and thereby accentuate the gravity of problems relating to adult and social education for hundreds of millions of Indians, which are intrinsically related to the success of equally vital programmes of family-planning, farm modernisation and industrialisation based on new technology.

6. To illustrate the vicious cycle: (i) the percentage of uncovered children in the primary stage is about 40 in Calcutta area and in bustees, the figure is as high as 70%, (ii) there is a long 'waiting' list of primary schools, which could not come under governmental recognition for lack of funds, (iii) the C.M.D. is willing to offer financial aid for school-renovation, if the school site is owned by the school-management, which is very rare and, again, the C.M.D.A. is willing to construct a new school, if 4 ccttahs of land (approx-2880 sq.ft.) is available in bustee as a 'free gift', which is again a very difficult proposition in overcrowded bustees, (iv) against this background of government regulations and high degree of illiteracy in bustees have flourished hundreds of 'unrecognised' primary schools, run by the unemployed and 'part-educated' bustee-youth (v) against this background, the government is spending Rs.10 crores for bustee-improvement programme with an aim of 'sanitisation' of the bustee; this implies a degree of health consciousness amongst the bustee-people, which can only grow in an atmosphere of a vigorous promotion of educational activities at all levels - primary, secondary, adult and social education, (vi) still more important, perhaps, is the inter-relationship between the above-mentioned programmes of education and bustee-improvement and the fundamental welfare programmes like family-planning, nutrition, vocational training and small industry-promotion. If the bustee-improvement programme fails to ensure a full-proof sanitation, which is again linked up with the long-term, major sewerage, drainage and water-supply programmes of the C.M.D., flies will breed in millions, vibrio cholera and other germs would spread epidemics of cholera, typhoid and dysentery. This will totally frustrate the aims of nutrition programme and in an atmosphere of sickness, disease and general squalor, positive programmes of family planning, primary education and vocational training would ever remain illusory.

7. In a fast growing metropolis of 8.3 million population, the problems of social development for two million slum-dwellers and another two million low-income population are not only vast in dimension, they are extremely complex. In addition, the growing problem of pavement-dwellers, squatters and 'new bustees' is constantly posing new problems, afflicting new wounds to the already 'lacerated' social fabric of the metropolis. In this sense, the idea of popularising the new welfare and development programmes amongst the city poor acquires a profound importance and it calls for a radically new style of work. The terms

'social welfare', 'social development', 'social management', Community Service Centre, 'Urban Community Development' are, sometimes freely used without any reference to reality of social problems. The role of social workers are often understood and referred in the most erratic manner and their guidance by the administrators are often grossly faulty. From this jungle of crude semantics, conceptual crisis and administrative rigmarole, a realistic basis of social development programme has to be expounded and acted upon with utmost sincerity and in a spirit of dedication. A correct identification of problems, and a proper assessment of resources should go hand in hand with a dynamic and universal participation of the Community in all phases of the programme.

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PERSPECTIVES OF THE URBAN COMMUNITY  
DEVELOPMENT PROGRAMME

BY

PROF. DEVA RAJ

UNDER THE JOINT AUSPICES OF  
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## PERSPECTIVES OF THE URBAN COMMUNITY DEVELOPMENT PROGRAMME

The Third Five-Year Plan recognised the immense potentialities of a programme of Urban Community Development to bring about social and environmental change in the urban areas. While some attempts have been made to try out programmes of urban community development in the slum areas of some of the cities, the situation during the last decade in respect of slum areas is recognised to have undergone steady deterioration. The immensity of the problems has been recently recognised but the part that the communities can play in improving their conditions with the help of the Government has not been fully appreciated.

### Character of India's Urbanisation

Statistically speaking India continues to be pre-dominantly rural. Barely 19.9 per cent of its population, according to the 1971 Census lived in 2921 urban places which were given a fairly strict definition in 1961 so as to have the following criteria:-

- (a) a population of 5000;
- (b) a density of not less than 1000 sq. miles;
- (c) 75 per cent of the working population should be engaged in non-agricultural pursuits;
- (d) or any such place which possesses pronounced urban characteristics and amenities.

This may be compared to the U.S.A. Census definition of places with 2500 incorporated as cities, boroughs, villages and towns (with a few variations) and since 1950 "all population residing

in urban fringe areas and in unincorporated places of 2,500 or more" being classified as urban. The corresponding limit for Canada is 1000 inhabitants; while in France all Communes with a population of 2000 living in more or less compact habitations are regarded as urban.

3. The following table gives the trends of urban population in India since 1901.

	1901	1911	1921	1931	1941	1951	1961	1971
Total Population (in millions)	238.4	252.1	251.3	279.0	318.7	361.1	439.2	547.7
Urban (in millions)	25.8	25.9	28.1	33.5	44.2	62.9	78.9	100.7
Urban as percentage of total	10.8	10.3	11.2	12.0	13.9	17.3	18.0	18.4
Growth Index (1901=100)	100	100.4	108.6	129.4	170.8	241.6	305.4	422.8
Decennial Increase	-	0.35	8.27	19.12	31.97	41.43	26.41	30.7
Number of urban places	1917	1909	2047	2219	2424	3060	2700	2921
Growth Index (1901=100)	100	100.4	106.8	115.8	126.5	159.6	140.9	151.7

Out of the 2921 places classified as urban in 1971 there were 27 with population less than 5000. On the other hand there were 567,351 villages in 1961 out of which as many as 4197 places had population of over 5000 but classified as rural. The following

shows rural places with population of 2000 and above in 1961:-

1961

Rural Places - Population range	Number	Population in cities (millions)
2000 to 4999	26,565	76.7
5000 to 9999	3,421	22.3
10000 and above	776	12.3
Total:	30,762	111.3

A significant feature of India's urban population is its dimension and size in spite of its relatively low percentage to the total population. A comparison of the urban situation in some of the developed countries may be instructive. Out of 7061 towns in U.S.A. in 1970 only about 2300 had population of 10000 or over as against India's 1900 or so. U.S.A.'s urban population of 149.3 millions includes 24 millions for places below 5000 as against only .87 millions out of India's 109.1 millions. Apart from U.S.A., the only other country having more urban population than India's was the U.S.S.R. with an estimate of 134.4 millions in 1969. Figures for China were not available. India's urban population exceeds the total population of most countries of the world including the highly urbanised U.K., Canada, France, Japan, etc. If one were to adopt the French or even the U.S. definition, the total urban population in India would exceed the total population of the United States. Even with the existing definition

India's urban population is estimated to exceed 150 millions in 1981 and 200 millions by 1991.

The other two factors that have accentuated the problems of urban living are - (a) the rapid rate of urban growth, and (b) the increasing concentration of population in a limited number of large cities and metropolitan areas. The following table gives the trends of the share of cities with population of 100,000 or over in the total urban population in India and U.S.A.

Year	Number of cities 100,000 +		Their population (in millions)		Per cent of total urban population	
	U.S.A.	India	U.S.A.	India	U.S.A.	India
1950	106		44.3		45.9	
1951		76		23.7		41.8
1960	132		51.0		40.8	
1961		113		38.2		48.4
1970	156		56.4		37.7	
1971		142		57.0		52.4

The rapid increase in the case of India is striking. India's top 142 cities today have more population than U.S.A.'s 156. It is also significant that the share of Indian cities with population of 100,000 or over has been going up claiming more than 52 per cent of the total urban population while in U.S.A. there has been a reverse trend.

#### Impact and Implications of Urban Growth

The massive dimensions of the urban population, the rapid rate of increase and its relative concentration have manifested themselves in serious deterioration in the urban conditions of



living. The city has become notorious for its slums, terrific over-crowding and insanitation, growing backlogs and shortages of civic amenities and public utilities. With 57 million people living in 142 top cities in India as against 56.4 millions in affluent America's 156, the tremendous gap in urban infrastructure needed for a reasonable level of productive activity and community facilities is obvious. The fact is that India's urban centres suffer from "over-urbanisation" in the sense that they have far too many people for their economic base and service infrastructure to sustain. There are not enough employment opportunities that could provide jobs to the growing influx of migrants from rural and semi-urban areas. The income levels of the majority of the citizens are so low that they cannot pay for housing and for urban facilities. The municipal tax-base is too weak to finance and maintain a satisfactory level of civic services.

Both Bombay and Delhi had about 1.5 million people added over the last decade without any substantial addition to the housing stock or to civic utilities. The influx continues adding congestion to existing localities and promoting more slums. The appalling living conditions are no deterrent because the level of services in the rural areas are no better. In fact the gap between town and country continues to be wide. Moreover, a large mass of landless agricultural labourers and widespread under-employment pushes the men-folk in particular to seek their fortunes in towns and cities often hundreds of miles away. So the slums grow and the backlogs and shortages multiply.

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A direct result of the steep rise in urban population has been a growing backlog of housing. The Working Group on Housing for the Fourth Five Year Plan (1969-74) in the Ministry of Works, Housing & Urban Development of the Government of India took note of the housing shortage in urban areas having gone up from 2.8 million units in 1951 to 9.3 millions in 1961 and it was estimated at over 12 millions in 1971. The rate of construction of residential units has been about 2,00,000 per annum by the private sector and in the first three Five Year Plans the total number of houses constructed under the subsidised social housing schemes sponsored by Government of India was barely 4,00,000. Another 4,00,000 are estimated to have been constructed by Government departments and local bodies. This gave a bare 3.5 units per 1000 of the urban population per year as against the requirements of 10 per 1000. According to a statement of the Housing Minister made in the West Bengal Assembly in August, 1971 (Amrit Bazar Patrika dated 9.8.1972) Calcutta required 53,000 units to be built every year which will work out to an average cost of Rs.400 millions per annum. The demand projections in respect of housing upto 1981 made by the Bombay Metropolitan Regional Planning Board are of the order of 757,000 tenements estimated to cost Rs.8,450 millions.

On the other hand there is a huge problem of existing slums awaiting a better deal. 34 per cent of the people in the Calcutta Metropolitan District and about 23 per cent in other major industrial cities are reckoned to live in shanty huts and



and slum housing. The municipal corporation of Bombay identified 206 colonies in 1969 with about 108,273 shanty huts housing 631,900 persons giving a percentage of 13.2 to the total urban population on that date. The Minister of State for Housing of the Government of Maharashtra announcing the decision of the State Government to set up a Slum Improvement Board in June 1972, stated that there were 456 slums areas in the city of Bombay out of which 189 were on Government land and 80 on municipal lands. The work of providing basic amenities to a number of these localities was estimated at Rs.322.4 millions. It will be appreciated that even for the 30 million people added to the urban areas during 1961-71, it was necessary to provide at least 6 million houses taking the maximum size of 5 per family.-- At an optimistic estimate not more than 1/3rd of the requirements could have been met by private and public sector combined. The current policy, therefore, is to conserve and improve the existing slums and housing stock rather than take up slum clearance schemes, which continue to receive attention in varying degrees depending upon the availability of funds and what is equally important the adequate supply of building materials.

The situation with regard to the twin public utilities of Water Supply and Sewerage, so vital for community health, is hardly re-assuring. According to data collected by the National Water Supply and Sanitation Committee (1960-61) about 700 towns and cities and 60 per cent of the urban population

had potable water supply and almost half of it was inadequately served. Only about 30 per cent of the urban population were served by sewerage, wholly or partially. Most cities with sewerage system had a very large percentage of houses without sewer-connections and attempts have been made to induce house-owners with loans and subsidies to connect to the sewerage system apart from statutory coercive powers to enforce connection.

As indicated earlier the problem has become so overwhelming and the resources so limited that it was decided at a high level meeting in 1969 to resort to slum improvement rather than wholesale clearance of slums. The Planning Commission reiterated this approach in the guidelines circulated for the formulation of annual plan programmes for 1970-71. A further step was the grant of 100 per cent central grant assistance for the improvement of bustees in Calcutta in 1971-72. On the same analogy the Government of India took the further step to allot a sum of Rs. 150 millions in 1972-73 for a scheme of Environmental Improvement in Slum Areas. It is a central sector scheme outside the State Plans with 100 per cent grant but limited to only 11 top cities in the country with population of over 800,000 according to 1971 Census. Nine more cities in various States have been added. The scheme assistance can be utilised for improvements including water supply and fixing water taps, sewers, storm water drains, community baths and latrines, widening or paving of existing lanes, street lighting and any other works approved

on merit as also acquisition of some slum properties in metropolitan core areas required for improvement of the locality.

The Rationale of U.C.D.

A United Nations document placed before the Economic and Social Council in 1957 set out the concept of community development in the following terms:

"The term 'Community Development' has come into international usage to connote the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress.

This complex of processes is then made up of two essential elements: the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative; and the provision of technical and other services in ways which encourage initiative, self-help and mutual help and make these more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements."

The UN document conceded that the definition had emerged out of experience of the rural community development programmes and pointed to the differences between rural and urban communities in the nature of social and economic relationships, needs and priorities, extent and manner of organisation of government services, etc. The full significance of these differences in the applicability of the principles and techniques of community development to urban areas need being carefully assessed. Nevertheless, the Rural Urban Relationship Committee expressed itself in the following words:

It is generally agreed that Community Development seeks to involve the people and to create in them

an urge to change and to improve their conditions of living by their own efforts and resources supplemented by utilising all the opportunities and assistance that are offered by Governmental or other agencies. This concept of Community Development is of prime importance to the building up of a healthy democratic base for our welfare state, which far from being a purely paternal benevolent entity, must depend for its sustenance and growth on the active participation of the people who must be stimulated to think, decide and act for themselves and utilise fully the opportunities offered by the national plans.

The basic goal of urban community development was set out by the Baroda Project to be human development. It was emphasised that physical changes are not much use without human changes. Communities must develop the greatest resources they have - their people. Human development was identified to mean -

- to strengthen the sense of personal worth and the faith of people in themselves
- to broaden horizons and raise aspirations
- to encourage growth in self-reliance and competence
- to motivate people to improve the conditions of their lives
- to encourage a sense of community in which neighbours recognise common problems and work together to solve them. In this process they learn to cooperate with one another, with their government and voluntary agencies in improving the social, economic and cultural conditions of their neighbourhoods and the nation.

The two essential elements in the concept of Community Development were thus identified to be (a) a motivated people, and (b) the provision of technical and other supportive services by the governmental authorities. It may be noted that while the rural community development programme in India sought to



bring about an interaction between the two aspects by backing up extension activities with a wide-range of field programmes in agriculture, cooperatives, health and nutrition, education and other social service, and vocational guidance training and crafts; the same could not be said of the urban community development programme. The ECOSOC Resolution 1224 (XLII) in 1967, urged the member States and the United Nations Agencies "to undertake pilot programmes adapted to the needs of the developing countries and directed at the improvement of living conditions in squatters settlements of slums and urban and rural areas through a simultaneous attack in the social, economic and physical conditions, gaining the participation of the citizens concerned and creating where feasible, institutions and organisations which will promote and support self-improvement". This would require an integrated approach to the problems of slum communities as well as special administrative arrangements for giving effect to such policies and programmes. The UN document on Community Development and Related Services also underlined "the use of knowledge and skills of all relevant national services in an integrated manner rather than an isolated and fragmentary way. To serve the ultimate objective of a fuller and better life for individuals within the family and the community, the technical services must be conceived in a manner which recognises the indivisibility of the welfare of the individual."

The basic elements of a strategy for services to the low income communities would thus appear to be

- a) A programme of community education and community organisation to mobilise initiative for self-help activities and fuller utilisation of available resources;
- b) the provision of minimum needs and technical guidance and financial support by governmental and other agencies;
- c) an integrated approach to ensure most effective and economic utilisation of available resources; and
- d) special administrative arrangements at the national, State and local levels for authoritative policy directions and departmental coordination at the field level with focus on the community.

The Rural Community Development programme in India sought to combine all the above elements except that coordination between departments proved to be elusive and integration of various services has been a rather slow process. In urban areas, the Urban Community Development programme was without any organised supporting programmes, while the ad hoc programme undertaken in the urban areas were never linked up with the concept and processes of people's participation. Whenever the UCD field staff approached district level officer for support in local programmes, it was found that they hardly had any budget for the urban areas and the technical officers were pre-occupied with their duties in the rural areas. The District Plans, in fact, were purely rural plans and bore no connection with urban communities.

### Slum Improvement and Social Development

A reference has been made to the Scheme of Environmental Improvement in Slum Areas which is directed towards providing certain facilities and undertaking physical improvements. It is generally recognised that the proper utilisation and maintenance of these facilities require a cooperative response from the slum dwellers, for which no provision has been made. In Calcutta where the programme of bustee improvement for a slum population of 1.4 millions was taken up first, under the coordinating auspices of the Calcutta Metropolitan Development Authority, the need of simultaneous provision of other community services and a social management programme has already been felt. A team of Social Workers - male and female (Samaj Sevaks and Samaj Sevikas) - has been engaged with the following objectives:-

- i) To secure the willing consent, cooperation and participation of the bustee dwellers themselves to the maximum extent in the implementation of the improvement programme.
- ii) To achieve through the individual response and collective responsibility of the bustee dwellers the most effective use and maintenance of physical improvements installed.
- iii) To supplement physical improvement with an intensive programme of health education.
- iv) To organise and encourage through voluntary leadership a concerted effort toward community welfare and development within the improved bustees.



Initial contacts with the slum dwellers brought into focus the need of a comprehensive social development programme, on which the Calcutta Metropolitan Planning Organisation drew up a paper in October, 1971. They proposed to concentrate their efforts to -

- i) Identify existing State programmes that could be brought to bear on the bustee areas;
- ii) Identify voluntary organisations with either geographic or functional interest that could be brought to participate;
- iii) Identify programme investment and manpower requirements;
- iv) Conceptualise a link-up of the services.

In Hyderabad, which has also been assigned funds for slum improvement, the Municipal Corporation is making use of its Urban Community Development Project to give a social dimension to the physical environmental improvement and a quick household survey of the slum areas has been taken up.

#### The Fifth Plan Approach

The Evaluation Report on UCD Projects submitted to the Ministry of Health & Family Planning in October 1972 underlines the human approach to the problem of the slum communities. It points out that -

"These slums and depressed areas of our cities are simmering, boiling with unrest as conditions of existence have reached crisis point, only a spark is needed to set off violence. It needs no canvassing to suggest that the policy and strategy must meet the

urgency of the problem. The Urban Community Development Programme is the first and only programme devised to help the urban communities in a very modest way. The performance of the projects has vindicated the sponsor's faith in the concept and approach of urban community development to which urban poor and slum-dweller is in the centre of the programme. The projects have demonstrated their potentials the fruition of which will require adequate support from planners and administrators. It is, therefore, very strongly recommended that the Programme of Urban Community Development should not only be allowed to continue but should also be promoted and expanded on a priority basis. The programme must be accorded the much needed priority and sufficient funds should be allocated in not only the Fifth Five Year Plan but in successive plans also."

The Approach Paper to the Fifth Five Year Plan (1974-79) recognised the "need to bring up to some minimum standards the living conditions of the poorest section of the urban population such as the slum and pavement dwellers." (page 11). To realise the basic objective of removal of poverty and the provision of minimum needs, it is considered necessary to supplement Plan provisions by mobilisation of community efforts and resources (page 9). The Approach Paper also recognises that "in the situations involving massive under-utilisation of human resources, a higher growth rate and an increased equality in terms of consumption are mutually compatible objectives if planning and implementation are conceived along appropriate lines." (page 3). The Paper concludes with an emphasis on the involvement of the people in the nation's "war on poverty, dependence and stagnation." It is also envisaged that "high priority would be

accorded towards working out and putting into practice the various modalities of people's involvement." (page 61) The Evaluation Report confirms that the UCD programme does provide such modalities and can be made an effective instrument of people's participation in the urban areas. There is, therefore, ample justification for expansion of the programme with such changes in organisation, methods and techniques as have been indicated as a result of the evaluation of this experimental programme.

#### Programme Priorities and Community Participation

The Evaluation Report has taken note of a tendency to undertake too many programmes without a focus. The programmes and activities may be grouped from the angle of community involvement and participation as follows:-

- (1) Programme which the Government and Municipal authorities are themselves promoting and require active motivation and involvement of community - e.g. sending children to school, family planning, immunisation and effective utilisation of services
- (2) The community's priorities, which have not received adequate support but can be provided only by the authorities - e.g. drinking water
- (3) Programmes which can be promoted with a matching support or grant from project funds e.g. economic programmes, environmental improvement and housing, Balwadis, and a host of local facilities
- (4) Programmes and activities that the communities can take up on their own in the social, cultural and recreational fields.

The programme should, however, have a bias towards encouraging self-help activities not only to build up the

people but also because of the constraint of resources and the need of making full use of the community's manpower resource. The constraint of resources also calls for some unorthodox approach to meet the needs of the community in a modest way. There is, however, a reluctance and even resistance on the part of the experts and technical heads of department to any lowering of accepted standards and change in traditional patterns. For instance, it is recognised that pre-school education is wholly out of reach of the national resources. But in any proposals for nursery classes, the services of a well-qualified teacher along with a helper and with teacher-student ration not exceeding 1:30 is insisted upon. It is possible to cut costs and try out inexpensive methods with the cooperation and participation of the community. For instance, in the urban community and child welfare extension projects it has been possible to organise low cost Balwadis (Children's nurseries) or creches on unconventional lines with a marginal support from the Government. The achievement of such efforts are, however, looked upon with scepticism by the establishment and there is lingering distrust of the capacities of the communities to solve their problems, however partially. An approach to economy and the maximum use of scarce resources would be the development of inexpensive institutional models and operational technique for the delivery of services and meeting minimum needs, suitable for local socio-economic and cultural situations. A bolder cost-benefit oriented, experimentation and innovative approach



should help to reach a larger clientele at an accelerating pace.

#### Size and Extent of UCD Programmes

The Evaluation Report recommends the extension of the programme to all cities with a population of 100,000 or over. There are 142 Class I cities according to 1971 Census. The Calcutta Metropolitan District includes 11 corporations and municipalities with population exceeding 100,000. It may not be possible to cover the entire slum population in the first instance. But every municipal authority should have a UCD set up under a Project Officer, which should make a start with intensive work in a selected slum area. While the programme can be introduced in a phased manner it is absolutely essential that in all areas where slum improvement programme is taken up a team of male and female community organisers should be available to ensure effective results and to organise the community for socio-economic activities.

The coverage of one UCD Project has been of the order of a population of 50000 to 80000, with varying number of community organisers. It is evident that larger cities with slum improvement programmes will have a much bigger population to cover so that more field personnel will be required. Broadly speaking the Fifth Plan may provide for about 200 project units.

### Staffing and Financial Patterns

The experience of the UCD projects has justified the staffing pattern although the actual strength of staff has varied and there have been different sources from which community organisers were drawn. It has, however, been felt that apart from 8 community organisers (4 male and 4 female) it is necessary to have some specialists particularly for Economic Programmes (which is a priority among people), youth programmes and women and children programme officers. Not much use has been made of voluntary workers which need being fully used and their number need being increased. The Evaluation Report recommends the following staffing and financial pattern apart from raising the provision of matching grants from Rs.15000 to Rs.30000. (page 95)

"The present ceiling of Rs.65,000 for running a project was found to be grossly inadequate to finance the organisational structure and functioning of the projects. It falls very much short of the requirements, has led to the projects being understaffed and has adversely affected their performance. Keeping the suggested staff structure and the organisational pattern in view, it is recommended that each project should be sanctioned a minimum annual budget of Rs.1.5 lakhs. The item-wise distribution of the budget is given below.

Annual Expenditure

(a) Staff

Project Officer	Rs.800x12	Rs. 9,600.00
Community Organ- isers & Field Specialists	Rs.575x12x11	Rs.75,900.00
Research Assis- tant	Rs.475x12	Rs. 5,700.00
Clerk-cum-typist	Rs.300x12	Rs. 3,600.00

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Rs.94,800.00

or say

Rs.95,000.00

(A) Staff

Rs.95,000.00

(B) Volunteers' honorarium

Rs.75x12x20 Rs.18,000.00

(C) Office equipments and  
contingency

Rs. 7,000.00

(D) Local development grant on  
matching contribution basis

Rs.30,000.00

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Total:

Rs.150,000.00

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(Rs.1.5 lakhs only)

The provision of matching grants for local development work is an important handle to mobilise local resources. The present sanctioned amount of Rs.15,000 per project falls too short of the requirement. Therefore, it has been suggested to raise it to Rs.30,000. Regarding office equipments the suggested budgetary provision is necessary as most of the projects were found ill-equipped and on the mercy of the local body in this



regard. Similarly, the honorarium paid to voluntary workers was found to be inadequate and hence raised from Rs.4,800 to Rs.18,000, with the provision of recruiting 20 voluntary workers, community aides, craft teachers etc."

The Evaluation Report also points to the need of streamlining the procedures for the release of grants. With the exception of Gujarat and to some extent Kerala, no State Government has thought it fit to appoint a Director of U.C.D. at the State level. It should be noted that the appointment of a high-level officer was a key factor in the development of the programme in its initial stages. But State Governments did not attach much importance in view of the very limited character of the programme, in only one city of the State. It is necessary that Director of U.C.D. should help in coordinating programmes of the State and local authorities and mobilise support from the Government departments.

#### The Question of the Agency

Although the programme was entrusted largely to the municipal authorities, there have been variations in the pattern, in as much as the programme was conducted directly under the auspices of the Government Departments. Even in their case the association and active support of the municipal authorities was necessary. In Baroda the Citizens' Council is in charge of the programme with the Municipal Corporation an active partner. The Evaluation Report, having considered

all the aspects recommends that (para 7.17)

- (1) Local authorities may continue to be responsible for the programme
- (2) State-level UCI Director should be able to give the necessary flexibility
- (3) Municipal officers and staff be exposed to training and orientation
- (4) A State level Project Advisory Committee should be formed as in Gujarat for ensuring coordination,
- (5) Project Advisory Committee at the local level should be broad-based and re-activated to guide the projects and establishing a working partnership without assuming administrative or executive functions.

#### Training, Evaluation & Feedback

The responsibility for arranging training of the U.C.D. personnel and orientation of municipal staff lay with the Government of India. The task was handled by a small cell in the L.S.G. section of the Ministry of Health & Family Planning. The Evaluation Report points out that "some of the major functions it has to assume are coordinating research and training programmes for urban community development programme-needs, channelising various welfare and development programme grants down below, procuring or developing suitable audio-visual material and literature and facilitating inbuilt evaluation service on an on-going basis. The present structure is grossly inadequate to perform this formidable task which is vital to the growth of urban community development programme. Therefore, it is recommended that at the central level a

Directorate of Urban Community Development Programme should be established. The Director must be a field expert having outstanding experience in urban community development and must also be a trained social worker. The Director should also be provided with adequate supporting staff."

The training and orientation of staff was carried out through the Delhi School of Social Work, The Tata Institute of Social Sciences and the Faculty of Social Work of the Baroda University. Some short training repeat courses were also organised at the above institutions to provide a feedback and exchange of experiences. But there has been no mechanism to bring these experiences to bear upon the working and administration of the programme.

As regards evaluation, the need of an on-going evaluation of the programme was recognised and it was originally proposed to entrust the work to the Social Work institutes mentioned above. This could not be arranged, nor could the Programme Evaluation Organisation take up this evaluation for several years. Finally, the Evaluation has been carried out by the Central Institute of Research & Training in Public Cooperation and it is time that the programme be reviewed and future strategies worked out in the light of its findings.

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NATIONAL SEMINAR ON URBAN COMMUNITY DEVELOPMENT  
(February 15-16, 1973)

THE PROBLEMS AND PROSPECTIVES OF THE  
PROGRAMME OF URBAN COMMUNITY DEVELOPMENT  
IN DELHI.

UNDER THE JOINT AUSPICES OF  
CENTRAL INSTITUTE OF RESEARCH & TRAINING IN PUBLIC  
CO-OPERATION  
AND  
CENTRE FOR TRAINING AND RESEARCH IN MUNICIPAL ADMINISTRATION  
INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
NEW DELHI.





# THE PROBLEMS & PROSPECTIVES OF THE PROGRAMME OF URBAN COMMUNITY DEVELOPMENT IN DELHI.

## INTRODUCTION

The growth of cities and towns has been very rapid in recent years, resulting in heavy concentration of population in urban areas. The present trend of industrialisation and concentration of population has given rise to some acute problems, like housing, Jhuggi Jhopri over crowding in slums making them unfit for human habitation, transport, traffic jams and road accidents, inadequate water supply, insanitation, law and order, coming up of new unauthorised and unapproved colonies, in which all sort of social evils are growing without any check. This has also given rise to many other difficult problems including those affecting human relations. Therefore, the need of the time is, to make urban population a compact fraternity and instil in them a sense of community feeling, thereby promoting the collective will and civic responsibility.

Recognizing the need for an urban Community Development programme, the Municipal Corporation of Delhi set up a Department of Urban Community Development in September, 1958 to initiate a Pilot scheme of the nature of a Research-cum-Action Project. It was directed towards promoting the growth of community life and to encourage citizens' responsibilities and participation in programmes of self-help and civic improvement. The basic assumptions of the programme were:-

- (a) Change can best be brought about by working with groups of people rather than individuals.



- (b) People in urban communities need assistance in recognizing their needs and in organising themselves to achieve the desired objectives.
- (c) People do not resist change, if they are convinced that the proposed change is for their betterment.
- (d) Desire on the part of people for change should precede any programme that aims to succeed.

The objectives of the Urban Community Development

Programme were laid down to be as follows:-

- (a) The social integration of the communities on a local neighbourhood basis through participation in self-help and mutual aid programmes.
- (b) Development of a sense of civic pride by stimulating local interest in campaigns for civic improvement.
- (c) Preparation of the ground for the discharge of some municipal services by Village Mandals or People's Development Councils with local leadership.

ORGANISATIONAL WORK: To assess the efficacy of the experiment accurately, six areas with different backgrounds in respect of their composition of population, occupation, economic status, educational standard, religion, caste and class were selected for organizational work.

Area Colony: One of these areas was Area Colony, built for resettlement of squatters from unauthorized and shack hosties. The inhabitants were mostly from U.P. and Rajasthan. Majority of them were skilled labourers. A small number of families known as sansis were from the Primitive tribes. Another small number of families were from Gujarat known as cotton sellers.

They also indulged in antisocial professions like sale of women as well as gambling.

CHANDI GATE: This neighbourhood consisted of 3815 families having Hindu and Muslim population. The neighbourhood was quite heterogeneous with regard to caste, class, occupation, religion, economic status etc. The area as a whole was a big slum and its sanitary conditions were quite deplorable.

RAJGANS NEIGHBOURHOOD:- This neighbourhood consisted of 2200 families of Hindus only. It had a mixed type of structure distinctly divided into three different parts. One inhabited by refugees from West Pakistan; the other recently constructed and inhabited by Hindus and the third having dilapidated structure having Khatras and inhabited by low income groups.

TIHAR: Tihar was located in the extended part of West Delhi and built by the Government for refugees from West Pakistan and Singh. Majority of inhabitants own their houses against their claims of property in Pakistan. The economic standard of inhabitants varied from low to that of middle income. Similarly their educational standard differed from illiterates to graduates.

RAJALI GATE: This neighbourhood was located almost near the heart of city and was predominantly inhabited by high caste Hindus and Scheduled Castes like - potters, chamars and dhobies. Majority of its residents were from U.P. or Delhi proper. Their educational standard alongwith its economic

status varied from very low income to that of very rich land lords and big businessmen. Some of its component parts were in such a dilapidated condition that they were treated to be placed under slum clearance and slum improvement.

MOH. ALI: This neighbourhood consisted of 1200 families inhabited by Hindus only. It was a properly planned area with lanes and bye-lanes. The inhabitants were mostly from U.P. and West Pakistan whose educational standards varied from semi-literate to post graduate degree holders. Similarly their economic status also varied from low income to very high income group.

In spite of many difficulties and obstacles, the Department succeeded in organizing 50 Vikas Mandals, 2 Vikas Parishads, one Vyapar Mandal. It also succeeded in organizing a Nagar Vikas Samelan and training courses for local leaders and members of Muhalla Committees youth recreation workers from time to time. With the help of Vikas mandals and Vikas Parishads, programmes like craft classes, production units, physical improvements like paving of courtyards, white washing, installation of water taps, construction of cemented dust-bins, and health educational programmes - like health classes on prenatal and postnatal care, balanced diet, family planning, adult literacy classes, co-operative stores, craft and sewing classes, purchase of community utensils, organization of eye-operation camps, home nursing and first aid

training, sports meets, educational tours, picnics, excursions, celebrations of national holidays and festivals etc., were undertaken quite successfully.

The Pilot Projects on UCD run by the Delhi Municipal Corporation were often looked upon as unproductive expenditure by the authorities. Nevertheless the Rural Urban Relationship Committee, while evaluating the achievements of Delhi Project in 1965-66 found the experiment worthwhile and on the basis of its recommendations the Central Government decided to launch 20 UCD projects in various States of India. Delhi, being a centrally administered territory, the Delhi Municipal Corporation was also entrusted with the responsibility of running two U.C.D. projects with cent per cent financial assistance from the Ministry of Health and Family Planning of the Government of India. These two projects became a component part of the Department of Community Services.

#### SCALE-PROBLEMS AND DIFFICULTIES

The old pilot projects were mainly research-cur-action programmes on experimental basis and to have an objective assessment of the programme, it was thought advisable to work without any pressure in a clean atmosphere. In a democratic set-up it is the deliberative wing has to decide the policy, as well as sanction the budget for the programme. It was an error not to keep the deliberative wing fully conversant with

to detail work undertaken by the project and this diminished its impact and efficacy considerably.

2. Initially the salary given to a community organizer was fixed slightly higher, this being an experimental project launched to devise and work out effective techniques. It was therefore, necessary to enlist the services of competent personnel. Besides the working conditions were strenuous. There were no field offices, and organizers had to be out of doors much of the time, exposed to all the field hazards. It was also important to appoint people capable of preparing records suitable for evaluation and research. Unfortunately, the better status of UCD workers had an adverse affect on inter-departmental relations.

3. It may also be pointed out, that a strictly scientific approach was adopted throughout, in evaluating the programme objectively by the evaluation and research unit of the department. As such, both the positive as well as negative points were brought out in the evaluation report. This approach was not, unfortunately seen in the right perspective and there was a tendency to highlight only the negative aspects thereby undermining the programme eventually.

4. U.C.D. programme aimed at changing people's attitude, and this was essentially an educational process involving a long duration. This factor was hardly appreciated by the Corporation authorities looking for spectacular results.



5. The U.C.D. programme brought out new leadership in the field. The philosophy of self-help made people less dependent. Because of the nature of the functions of the Department of U.C.D. the other departments of the Corporation tended to look upon it as a rival encroaching into their domain aligning itself against the established Departments.

6. As the field staff was not provided any office in their respective field of work, it was humanly impossible to work continuously for six hours at a stretch in the field. This resulted in demoralization of the workers to some extent. Insecurity of job, lack of chances of promotion and other uncertainties added to the worries of the field staff. Besides, on many occasions pulls and pressures played their part in deciding promotions etc. As the Department was treated as ex-cadre the community organisers with all the qualifications and experience had no place in regular cadres of the Corporation, and as such had hardly any avenues of promotion. This resulted in frustration and gradual loss of experienced workers to the Department.

7. The community organisers did no doubt succeed to some extent in mobilizing the community to undertake self-help programme, but the pace of the Corporation machinery was extremely slow. The procedural delays and absence of co-operation from the other departments of the Corporation could not achieve the desired results. For example, people were



motivated to convert their dry latrines into flush latrine and were willing to contribute 50% of its cost, if Corporation contributed the remaining 50%. But due to procedural delay and rigid rules the enthusiasm of the people had a serious setback.

8. The U.C.D. programme certainly needed a full-time Director having faith in the philosophy of self-help and mutual aid programme. Unfortunately, the Department remained without a Director over long periods.

#### PERSPECTIVES

The U.C.D. programme certainly has a bright future provided the above administrative and field problems are given a serious thought, while putting the philosophy into action. The U.C.D. programme is the most appropriate answer to the various problems of urbanization. In the context of growing population, slum conditions, growing jhuggi-thopries and unauthorised colonies, and other city problems, the educational content of U.C.D. programme can certainly prove effective with an organized community. The implementation of different national programme like family planning, elimination of illiteracy, creation of civic consciousness can be achieved at a faster pace at lesser costs through the UCD programme.

The programme requires advance orientation and training of Councillors, administrators as well as the field staff at

different levels. The achievements need to be publicised properly from time to time, so that more public participation could be enlisted. It is essential to enlist co-operation of the existing voluntary agencies, residents welfare associations and Mahila Committees' and making full use of the available resources for the betterment of the community.

With the growing demand for the community halls it would be advisable to have an approach which is partly institutional and partly through community participation thus catering to the felt needs of the community through organizing citizens' councils, Mahila Clubs, Youth Clubs, Bal Clubs etc. in the respective localities around the community centres/halls, the community halls/centres may serve as a nuclei for the existing voluntary agencies, who can be enrolled as affiliated members on a nominal charge, thus expanding the horizon of the activity by pooling together available resources.

While providing services, priorities be fixed and cases need not be decided on the basis of rigid rules, but be considered on its merit. (i) Community Centre in a slum area is a real need where services may be given free of charge, while the same in a better class area could be run with the help and responsibility of local residents. The Corporation should give due recognition to the voluntary agencies. It is not that motivation on the part of these agencies is in any way lacking, but there is need of coordination and pooling of

resources. In the long run both the Corporation and the community will be the beneficiaries.

With the setting up of community services department and abolition of the old original U.C.D. projects the approach to the programme has undergone a change; although the two projects allotted to this department by the Ministry of Health and Family Planning, Government of India with cent per cent financial assistance are continuing more or less on the same lines. There is a provision for a grant-in-aid to the tune of 80,000/- rupees for two projects. It would be advisable that while undertaking programmes liberal grant may be extended.

Efforts should be made to minimise the unhealthy rivalry between the newly emerging leadership and constitutionally recognised leadership and healthy relationship should be worked out.

To sustain the tempo of community participation, programmes keeping pace with the time and having relevance to the genuine needs only, must be chalked out. Through Urban Community Development programmes it is hoped to bring more order cohesion, organisation, improvement and enrichment of social life in the cities.

NATIONAL SEMINAR ON URBAN COMMUNITY DEVELOPMENT  
(February 15-16, 1973)

PROGRAMME CONTENTS, PRIORITIES AND COMMUNITY PARTICIPATION

By: Col., P. Dayal (Retd.)

(Programme Adviser (National Service Scheme  
& National Sports Organisation), Ministry  
of Education and Social Welfare.

UNDER THE JOINT AUSPICES OF  
CENTRAL INSTITUTE OF RESEARCH & TRAINING IN PUBLIC  
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INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
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National Seminar on Urban Community Development  
(February 15-16, 1973)

PROGRAMME CONTENTS, PRIORITIES AND  
COMMUNITY PARTICIPATION

- Col.P.Dayal (Retd.),  
Programme Adviser (National  
Service Scheme & National  
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Social Welfare.

All towns in the country are growing and will continue to grow. This is the natural outcome of modern material progress. The pressure on services concerned with water supply, electricity, roads, transportation, housing, health, hygiene and sanitation is also growing in every town. Open spaces are being continually eaten up by construction of more houses, and the lungs of the cities are being contracted by increasing congestion, depriving children and people the benefits of playfields and places for recreational and cultural development. On the one hand slums are being created and on the other efforts are being made to improve our environments. Yet the demand for housing in every town is very great and urgent.

This is a natural situation for which solutions have to be found by the common will and effort of the community in determining priorities and programmes. In this age of planning, planned development of towns is

a must. We have to be guided by town planners and the services in checking the haphazard growth of towns. Otherwise, the physical pollution of environments will intensify mental pollution also, thereby jeopardising all work of urban community development. Let us assume that those who are concerned with town planning and its growth are already attending to their part of the work. There will always be the need for social workers to keep the environments clean and tidy, happy and healthy for a good living.

In a people's democracy people have to participate and take active interest in improving their surroundings. Local government agencies may provide facilities according to their capacity. It is for people living in various localities to make good use of these facilities by forming various locality-wise committees to give a helping hand in helping themselves.

The following committees should be set up for each Mohalla or locality for attending to various programmes of urban community development:

- (a) Sports promotion committee,
- (b) Music, Drama and Festival Committee,
- (c) Health and hygiene committee,
- (d) Night school movement committee,

- (e) Social welfare committee, and
- (f) Any other committee according to local needs.

All these above committees should be part and parcel of a Community Club where most of the members will share responsibility by serving on one committee or the other. The clubs should be registered as a society for promoting community development work in their own areas. The Secretary of the club should establish personal contacts with local administrative bodies concerned with community development work. Elderly and experienced members of the community should give the lead and enlist support and co-operation of younger members for promoting various programmes. Small teams of dedicated workers should be identified and their names should be communicated from time to time to the local municipal bodies for official assistance.

The success of the programme depends upon developing an attitude of mind for promoting self-help and appreciating practical difficulties of various official agencies. The situation is quite bad but there is no use blaming others for not doing their work adequately. The greatest need of the hour is to give a helping hand every time in the spirit of own work. If streets and byelanes are to be kept clean and tidy, dustbins should

be provided by the community to keep their Mohallas clean. Cleanliness drives should be organised once a month. Inter-Mohalla competitions should be promoted in collaboration with officials concerned with sanitation and hygiene.

All open spaces available in a town should be converted into playfields. Physical education coaches and teachers working in various schools should provide facilities for promoting games, sports and cultural activities.

Night school movement should be developed in available school buildings in various Mohallas for combating illiteracy and helping weaker students with additional coaching. Thousands of poor children are living in one-roomed tenements and many of them find it difficult to study in those surroundings. Facilities should be given to these children to read at night in the nearest school building. Cultural programmes of dance, drama, music etc. should be organised at least once a month and on special festival occasions.

People living in congested towns should develop a habit of going out into the villages or to picnic spots to breathe fresh air on holidays. Some camping equipment can be procured by the Community Club for promoting week-end camps for this purpose. Many voluntary associations and clubs are already functioning in various

towns. They all need to be further encouraged by the various agencies of local government for promoting various programmes.

There is a great deal of suffering in society and many people are handicapped due to one reason or the other. The institutions of the handicapped have also been set up by the Social Welfare Department. An organised service by the selected members of the community should be organised in these institutions to strengthen the resources both moral and material.

Educational institutions, both colleges and high schools, should promote programmes of community service as part and parcel of out-door education. All students study subjects of citizenship, health, hygiene but they do not get practice for application of their knowledge. Community is the greatest laboratory of training in citizenship. Small groups of students should be given a choice of participation in any branch of community service for promoting community clubs and serving on various committees of these clubs. This is the only way to enrich their hearts. This is the only way to strengthen themselves as good citizens of a non-violent socialist society.

Science and technology have made staggering progress. Man's own progress is lagging behind. A new



kind of urban society is developing based on selfishness, greed, corruption, malpractices and falsehood. There is only one reason for this, that we are developing an attitude of looking outwards and not inwards. We are becoming the slaves of science and technology and not its masters. The future of urban community development lies in developing self-help by looking within and each person is to be trained for serving the other. This is the only way to save our environmental **pollution**. Learn to fight **pollution** with all the might fearlessly and boldly. The system of education will adjust itself to meet these fundamental environmental needs of community development.

In an emergency all our people work with great enthusiasm and co-operation. All agencies of publicity-radio, television, press-draw attention of the people to the tasks of civil defence and boost up courage of gallant people in the field, factories and farms. The civil defence organisation in all major towns could conveniently be converted into community centres for fighting **pollution** and developing programmes of community service. Some persons who are selected from time to time for civil defence work could be converted by public appeal for civic defence.

NATIONAL SEMINAR ON URBAN COMMUNITY DEVELOPMENT  
(February 15-16, 1973)

URBAN COMMUNITY DEVELOPMENT PROJECT  
(Problems & Needs)

UNDER THE JOINT AUSPICES OF  
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## URBAN COMMUNITY DEVELOPMENT PROJECT

### (Problems & Needs)

(A note circulated by UCD Project, Hyderabad)

#### Planning:

1. Additional areas under Urban Community Development Projects and staff.

The Urban Community Development programme in Municipal Corporation of Hyderabad commenced its work from December, 1967 in Ward No.22 covering a population of over 50000. During 1970, the Standing Committee of the Municipal Corporation of Hyderabad has decided to bring in Blocks 3 and 7 of Ward No. 17 covering a population of another 30000 into the fold of the Urban Community Development Project without additional staff and it is spending Rs.15000/- on programmes in this additional area every year. But out of experience, it is felt difficult to cope up this additional area with the same staff. The vacancies in staff also are to be filled in expeditiously.

2. Pattern of financial assistance:

The Urban Community Development scheme was transferred to State sector during the Fourth Five Year Plan. The State Government in turn has categorised it as a regional scheme without due significance to the pilot nature of the project. At the experimental stage a national programme like this should have adequate backing by the Central Government keeping in view its national importance and so the Centre may reconsider whether it can be retained as a centrally sponsored scheme until it is given full shape and correct direction.

specific objectives enumerated below.

1. To create in the people a new outlook and desire for better standard of living;
2. To broaden their horizons and acquaint them with the latest trends of technological developments;
3. To bring about change in the behavioural patterns in accordance with the changing values;
4. To enlighten the citizens on Government policies and programmes so that they may effectively play their role in nation building activities;
5. To provide job opportunities through training courses in better skills;
6. To assist people in supplementing their home income through leisure time activities.
7. To develop the habit of thrift;
8. To promote self reliance;
9. To develop local initiative through young, dynamic and democratic leadership;
10. To create a sense of participation, pride and satisfaction through self experiences in community action.
11. To provide better living conditions and establish new patterns of civilised behaviour;
12. To improve slums and other backward areas by providing basic physical amenities, and
13. To develop civic consciousness for greater civic responsibilities.

Some of the important activities taken up in the project area to accomplish the above ends are indicated hereunder.

BALWADIES: (Pre-Primary Schools)

Sixteen Balwadies with 600 pupils mostly from slum are run through voluntary workers who are paid monthly honorarium of Rs.50/- each by the Project., while the rent of the building, pay of Ayah and other incidental expenditure was borne by the local organisations. Centre classes of Balwadi teachers are conducted on first Saturday of every month to enhance teaching ability. The Balwadies are provided with mid-day meal programme under assistance from Catholic Relief Service, Delhi.

COACHING CENTRES:

They were run for High School students and school drop-outs to train them for Osmania Matric. Hindi coaching centres were also run for ca . dates purely on Voluntary basis by local organisations.

NIGHT SCHOOLS:

Seventeen night schools for 579 adults and non-school going children were run in the Project area. Additional tuton was also provided for Primary school slum children in these centres.

SEWING CENTRES:

Fourteen Sweing centres were started for the benefit of 801 women who underwent training in Tailoring and Embroidery was also started. These centres are run by Voluntary workers who are paid Rs.50/- as monthly



honorarium by the project. Expenditure on other charges and accomodation was borne by local organisations.

Type and Short hand centres:

The idea of starting such training centres came when most of the schools and colleges were closed during the Telengana agitation in 1969. To cope-up with the demand from youth who had much leisure, type and short hand centres were started for training 570 boys and girls. These centres are admitting the fourth batch of over 400 students now to commence from 1-2-73.

Doll Making Centres:

22 Girls and Voluntary workers were trained in Doll making as an economic project.

Sewing Project:

This is a production-Cum-Training Centre in garment making sponsored by a Voluntary Organisation (United Social Society) and run to provide a remunerative avocation to ladies trained at the project sewing centres. The society has donated 6 sewing machines for this centre.

Free Sewing Machines:

About 40 poverty stricken trainees were provided with Sewing machines free of cost or on concessional rates with the cooperation of local service organisations and firms.

Music and Dance Class:

Three Music centres are now functioning with a total strength of (67). A dance class has also made its reappearance in December '72.

Photography Class:

A short course in Photography was arranged for (15) Youth and a member from Hyderabad East Rovers offered training. He was paid a monthly honorarium of Rs.50/- from the Project.

Back-Yard Poultry Units:

38 Back-Yard Poultry Units were started as an economic Cum-Nutrition Project with Rs.150/- as Project aid towards cost of 40 chicks of 2 months age. The cost of deep litter poultry house, feed, medicines etc., was borne by the beneficiary families.

Community Halls in slums:

9 Selfhelp Community Halls were constructed in slums for which H.I.Sheets were supplied from the project for roofing. The entire cost of construction was met from local contributions in labour, cash and materials. These halls are best utilised for Community activities like running of Balwadies night schools, marriages, festivals etc. 7 of these Community Halls were improved with grants sanctioned from the Social Welfare Department supplemented with local contributions. Community Radio sets have been installed in 5 slum Community Halls, the cost of which was shared by the local people, the project and the Rotary and Lions Clubs of Hyderabad.

Educational tours:

59 tours were organised and they enabled 5407 persons including men, women and children to visit places of historical and development importance. These tours include the selfhelp

study tour to South India and Ceylon, during 70-71. Very little aid is sanctioned towards transport charge from the project funds for these tours and the rest of the expenditure on transport, food, accomodation etc., was borne by the participants. A study tour to North India and Nepal was conducted during 72-73. During December, 1972, (60) Youths were taken on study tour to Delhi to visit the Asian Fair.

#### Auto-Ricksha Driving:

The training in Auto Ricksha Driving was the outcome of a desire expressed by certain local cycle ricksha pullers to shift over to Auto-ricksha driving to overcome health hazards and for better incomes. 94 youths were trained during the last 2 years on matching grant basis. A Cooperative Society is being formed for them to secure Auto-ricksha. The fourth batch of training for 40 more youths is in progress now.

#### Organisations:

In all 116 Voluntary Organisations, Youth Clubs, Basti Welfare Committees, Mahila Mandals, Yuvathi Mandali, Balananda Sangham etc., are rendering service in the area with a membership of 6189 and they include those of pre-project period also.

The service activities of these organisations include liason work between the people and the departments to solve the day to day problems and helping the needy people to get the required assistance. They also extend their cooperation in the implementation of various developmental programmes

#### Cement Channel drains:

The idea of keeping up good environmental sanitation was impressed in (3) slums and through self-help and also on matching grant basis cement channel drains were constructed. This could remove a number of insanitary pits and rubbish drains in these localities.

#### Programmes in Collaboration with other agencies:

##### Tailoring Centres:

45 Schedule caste women were trained and they were given free Sewing machines on completion of training by the State Social Welfare Department.

The women in the above centre were given job work in another centre where they are able to earn Rs.60/- per month.

A Tailoring Centre by the Women's Welfare Department was started at 'Aomatwadi' and (100) women in the Project were benefitted so far.

A District Tailoring Centre and a Vocational Centre were started by the department of Women's Welfare during 1968-69. So far (4) batches of women completed training in these centres.

##### First aid training:

The Friends Youth Association, Elchi Baig Ki Kaman, conducted First Aid classes to about 2500 candidates.

##### Sight conservation:

The Eye examination camps were organised in collabo-

ration with Lions Club of Hyderabad. (1366) poor persons with defective eye sight were examined by a group of Lion doctors and (536) poor persons were prescribed and supplied with free glasses. The glasses were donated by H.E.H. the Nisam's Charitable Trust (250), Lions Club of Hyderabad (236) and the Municipal Corporation of Hyderabad (50). Arrangements are under way for a 3rd eye camp on similar lines.

#### Rotary Nagar:

A housing project of (23) Harijan houses at Jagageevan Nagar was taken up in collaboration with the Rotary Club of Hyderabad and the foundation stone was laid on 15-8-72. Under this programme, the local people have constructed their houses according to an approved type design with their own efforts, and the Rotary Club provided G.I. Sheets for roofing and flooring materials. Each household has also received a cash grant of Rs.30/-. The M.C.H. sanctioned (15) tons of cement and Rs.500/- for plastering these houses. The Colony inaugurated on 20-6-72.

The second rotary basti with 19 houses is coming up now in Devanagar slum with R.C.C. Columns and roofing. The land here is purchased and gifted by the Social Welfare Department and the Rotary aid is to the extent of Rs.1000/- for each tenement, the estimated cost of which is Rs-3000/-. The Municipal Corporation of Hyderabad is providing all the physical amenities to this locality at a cost of over Rs.45000/-.

During 70-71 the Rotary Club of Hyderabad has supplied (575) ventilators to (8) slums for improving the light and



ventilation in the huts. They have also supplied Rotary Exercise note-books for 1300 children which were distributed to poor students in the Project. Rotary aid was also received for starting Youth centres, Gymasiums, Balwadi and a children's park.

#### Special Nutrition Programme:

This programme was started in the twin cities during 70-71 with aid from Central Social Welfare Department.

(31) feeding centres were started in the project area with (12050) children of 0-6 years of age and are managed by local Voluntary Organisations. Nearly (8000) children of these centres were given polio Vaccination drops by the Rotary doctors. All the children were medically examined by the doctors from Municipal Corporation of Hyderabad.

(9) Training course in vegetable and fruit preservation and in the preparation of cheap and nutritious recipes were conducted for the Mahila Mandal members with the cooperation of the Food Demonstrations Unit, Government of India.

Cooking and food demonstrations were also organised by Home Science College and by the Local Mahila Mandals and (1145) women participated in them.

#### Urban Health and Family Planning Centre:

The corporation authorities have realized that it is very effective and economical if all the services related to Health, Family Planning and medical are pooled together and brought under one roof. To bring it into shape one Urban Health and Family Planning Centre is decided to be organised near Yakutpura colony in a warehouse with



and very soon an insituation similar to Integrated Health Centre is expected to start functioning in the Urban Community Development Project area.

Health check up scheme in slums:

Comprehensive Health and Medical check up scheme has been taken up in slums in collaboration with the Osmania Medical College. Under this scheme a batch of senior medical students accompanied by two Assistant Professors and one Medical Social Worker visit the slum on every Friday for about (4) months and conduct health survey of all the families. Simultaneously, the sick people are examined and are given necessary treatment. For this purpose, the Municipal Corporation has initially provided medicines worth Rs.3000/- from its funds.

Other activities taken up by the Project include neighbourhood and group meetings, guidance, employment opportunities, promotion of simple marriages, celebration of National days and festivals, sanitation and vaccination drives, seminars and symposia, surveys and studies, flood relief, house improvement by supply of G.I.Sheets on controlled rate, family planning, educational activities, Zone Democration and street boards, press conferences, Exhibitions, Music concerts, supply of national text books and dresses to poor students, supply of Sewing machines on concessional rates, civic amenities etc., In all these activities much cooperation and participation was realised from the local people as well as from the outside agencies including Municipal and Government Departments.

NATIONAL SEMINAR ON URBAN COMMUNITY DEVELOPMENT  
( February 15-16, 1973

Key Note Address

WHY URBAN COMMUNITY DEVELOPMENT?

by

Dr. Jal F. Bulsara

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## WHY URBAN COMMUNITY DEVELOPMENT ?

Dr. Jal F. Bulsara

I deeply appreciate the invitation of the Centre for Training & Research in Municipal Administration to give the Key Note Address on 'Urban Community Development' to the National Seminar organised by the Indian Institute of Public Administration. You might have thought that I may have something new to say about the somewhat time-worn subject. While I admire your faith in the value and validity of Key Note Addresses, I am not sure that you have selected the proper <sup>person</sup> to fulfil your expectations.

### Rural Community Development projects in India

1. As the United Nations Social Welfare Representative for Asia and the Far East, I had the privilege of bringing the first ever offer of U.N. assistance in the field of Rural Community Development to the Indian Government as early as 1951. I remember having discussed the subject and the tentative scheme for over three hours with the Secretaries of ten Ministries under the chairmanship of Dr. Tarachand, Secretary to the Ministry of Education, which was our contact and liaison agency for Social Welfare in those palmy days of planned national development. I was then asked to put down our ideas in writing and I had presented a statement accordingly. My salient observation in 1951 to the assembly of learned Secretaries (of which

Mr. Tarlok Singh was one) was that there was no standard typology of community development projects. Several countries had been conducting rural community development projects according to the genius of the local developers and the conditions of the people. Nobody had all the answers to the many developmental problems of their respective countries, nor could the few emerging or tentative answers be considered as final or stereotypes. India should therefore first start with one Pilot Project near Delhi - the seat of the Central Government - with a block comprising about 50 villages. That they should work the pilot project at least for six to twelve months, invite willing States to send their trainees to the Pilot Project near Delhi, and after they have learnt the finer and weaker points of the implementation of the Scheme, they may take up about 10 more Projects in ten willing States. After another year of experience, the country may take as big a jump in community development as her resources and trained personnel would permit with such Projects improved on the basis of pilot performance.

## 2. Preparation of the Community ignored

At first Government's answer was 'No'. But when the Ford Foundation offered an inducement of meeting the cost of 35 Centres for training Village level Workers, the Government immediately agreed to start with no less than 55 Community Development Blocks comprising 300



villages each; and this when they had not a single trained worker or the experience of a single stylised or systematic planned Community Development Project. When they talked of withdrawing the workers after 5 years of the conduct of the Projects, expecting the community to take over, those who had some knowledge of such schemes elsewhere expressed serious doubts about this happening. And yet the remarkable aspect of the earlier Community Development Projects was that neither the village communities were made systematically and thoroughly acquainted with the objectives and contents of the Projects or programmes, nor were studied attempts made from the start to train members of the local communities to undertake the tasks carried out by imported trained workers or professional technicians. Massive doses of central finance were poured into rural communities, which were hardly capable of absorbing the plethora of inputs thrown at them. The results could easily be, expected and actually turned out to be good, bad and in different. Perhaps many of you may be better acquainted with the history of our Rural Community Development Projects, but not of how the initial steps were taken and under what expectations or illusions.

3. Our precise knowledge about Community Development to-day

After 20 years of experience, the last ten of which have seen the implementation of sporadic

Community Development Projects in larger urban agglomerates, what is our thinking about their results and efficacy as instruments, methods and approaches of raising the overall standards of living of local communities, rural or urban? Do we precisely know the contents of rural or urban community development is the correct or only method of raising the levels of living of the people and enabling them to appreciate the need and value of change? Can the communities be left to themselves after a specified period to sustain the movement under their own momentum ? Are we sure of our methods and approaches, and do we feel confident about the short-term and long-range results ? How long should we keep our technical key personnel in the community to conduct our progressively unfolding programmes ? In perpetuity or for limited ascertainable period ? What is our reasoned estimate of this period - 5, 10, 15 or 20 years ? Have we worked our schemes so far with this end in view, so that we can boldly declare a minimum and a maximum period ? If we have no answers or uncertain ones, can we say that we should go on ~~exploring~~ with our open sesame of community development projects in the dark and for an undefined period ?

4. Doubts

Perhaps some or all of you may be fully equipped

with field experience or text book theories to answer all these basic questions. In spite of my varied experience as a planner, field practitioner, evaluator and theoretician, I am afraid I have no ready made answers yet. I may therefore be pardoned, if, based on my limited field experience, I may indulge in a little loud thinking with you. This will incidentally convince you of the depth of my ignorance and uncertainty on many aspects of the enormous subject of Community Development as a key to solve some of the momentous problems of poverty and backwardness in the developing world.

5. Striking heterogeneity of urban Communities in India

Although the community development approach may not be radically different in rural and urban areas, let us take the urban canvas for our thinking, as the theme of our National Seminar is "Urban Community Development". Let us also confine our thinking to conditions obtaining in our country. India is a vast sub-continent, uniquely structured with caste and sub-caste groups. There are Northern and Southern peoples. There are Scheduled Castes and Scheduled Tribes, Muslims and Hindus, Vegetarians and Meat eaters. These striking divisions further divide our economic groupings of the destitute, poor, middle, upper middle and rich classes. All these generally tend to drift apart and seek their own identity and enclave

in order to draw upon the strength which arises from union, or who stick together as birds of a feather flocking together. Community Development Planners, Administrators and field workers have to appreciate this striking Indian phenomenon of great heterogeneity, of social and economic cleavage, which makes the task of community building and development more difficult in our country. To work in this milieu, every one of <sup>the</sup> workers has to be imbued with the spirit of the ancient dictum which says :

अयं भगवः परे कति जगत्कलधुचेवसात्  
उदाहरितानां तु वसुधैव कुटुम्बकम् ।

'This is mine and he is alien is the calculation of the petty-minded. For those with a generous character the world is a family' - (provided of course the family behaves as a harmonious unit).

#### 6. Workers' philosophy & outlook

Community Development in such disparate urban agglomerates, which are inevitable in our current Indian milieu, will have to start with a philosophy of charity and large-mindedness, which should be a trait to be absorbed by every worker if he wants to be successful in his work with local urban communities. He should be careful scrupulously to refrain from treading on the susceptibilities of the various smaller groups forming the local community, and serve them with an equal eye.



## 7. Development of the Communities, or pre-conceived programme

Next, we must be quite clear in our minds as to whether we mean by our concept of community development the 'development of the inner strength of the local community to help itself', or we mean to pose as patrons to promote the community's welfare as we conceive it - by 'we' meaning the politicians, planners, administrators and field workers or catalytic agents? If the former, our movement is likely to succeed more in its central purpose. If the latter, we may take it that the chances of success may be remote and the community may not think much of it, nor profit from the effort beyond a minor or temporary improvement in a few external items of living. Our concept of the objective to be achieved through community development will thus naturally enlighten and determine every aspect of the unfolding of our plans, schemes, programmes, approaches and methods. If the ultimate objective is to enthuse and enable the local community to undertake the never-ending task of self-amelioration and self-improvement, our approach must have built into it from the very start the complete information of the community about our intentions and the contents and methods of the intended programmes. Simultaneously, the external agency conducting the project must involve



members of the community in the process of spreading the information and implementing the programmes. The members of the community must also have some say in the starting of the programme, approving or latering its contents and priorities according to the level of their understanding and technical competence. It may be observed that the contents of our programmes are by and large practical and such as to affect the people's daily life. They are not abstruse or mystical like the philosophies of the Upanishads, or like the subtle intricacies of the Special or General theory of Relativity. If the local community is to undertake its own development, every step and scheme of the process and content of the development programme must be both within its broad understanding and economic competence. The programme must be spelt out with their participation in such a way that the community helps continuously in working it.

8. Basic prerequisites of a workable community Development project

Here arises one of the most important considerations of the unfoldment of our programmes of Community Development both in urban and rural areas. It is by now well known that we have been using the programme largely as a stop-gap measure to soften the injustices of a grossly unfair and unequal Indian society. These inequalities and injustices are getting grosser in our highly urbanised and

industrialised metropolitan areas. The slum and pavement-dwelling populations are an eye-sore to the affluent sections, of which the establishment and bureaucracy form a part. The conditions in slums and open spaces in cities do not permit the dwellers to enjoy a decent or human level of living. Having knowingly tolerated these degrading conditions for long, and pleading helplessness now at the magnitude of the problem and the finances involved are we dangling urban community development projects as a carrot before the patiently suffering deprived populations of millions, and cynically expecting miraculous results therefrom? If so, it is not an honest approach to a socially and politically catastrophic situation, which we have allowed to fester till now, and which we are not yet willing to face fairly and squarely. We cannot expect community development process to provide the basic civic necessities and services such as housing, water-supply, roads, lighting, sanitary conveniences, educational and medical facilities, health services, transport and recreating to millions, and certainly not in over-congested slums in marshes and swamps or on sea-beaches. Thereby we are only ineffectively trying to salve our consciences, perpetuating the evils of the unequal social system. In spite of all that has been said so far of difficulties,

shortage of resources, and unavailability of land, the magnitude of the financial problem, etc., let us not be too ready or gullible to swallow this political or bureaucratic pill, without asking the doctors why it is being periodically administered, when millions and billions can be spared or raised for inconvenient political exigencies. The solution of the problem of removal of the worse slums in Bombay, Delhi, Calcutta, Madras, Bangalore, Kanpur, Ahmedabad, Hyderabad, Poona and other million-mark cities is not as impossible as it has been made out to be by Central and State Governments so far. Not willing to seek honest and obvious remedies - even on the basis of pilot projects - the establishment may only be tinkering with the intensifying problem, thereby defeating its own intention and bringing the day of nemesis nearer. The 'morchas' or protest-marches, agitations and destructive demonstrations by deprived citizens are steadily growing in almost every city year by year. In Bombay alone, they have been steadily increasing from 327 in 1969 to 472 in 1972 - more than an average of two protest marches a day, keeping half the police force of the city fully occupied throughout the year with escorting them to keep them from wanton mischief.

9. Our strategy of melioration must be realistic

Urban community Development will not work miracles of making such basically deprived and sick communities

healthy or whole. They will only waste good but thoroughly inadequate monetary, material and human resources on poor soil, and will not bring results in proportion to the total energy spent on their revitalisation. We therefore need to think more deeply on our strategy of melioration of existing fundamentally unhealthy foundations. I believe the remedy lies in a well thought out policy to be worked over a period of 20 to 25 years to remove the degrading urban scourge of slum and pavement dwelling. Spending money and energy on superficial, patch-work improvements in some of the worst slums of the metropolitan areas may not bring about the expected good. We have to use our discretion and past experience, and as experienced workers of community development, persuade the authorities to put appreciable resources in projects which may bear expected fruit.

10. Slum and Pavement dwelling cannot be taken for granted

Thus the majority of the kachha slum areas in almost all the metropolitan regions will have first to be spaced out and then improved by proper planning and layout. The basic municipal services and civic amenities will have then to be provided for. As one understands it, that is the first plank of any decent community development project. Surely, it is not our intention or object-

ive to plant the panacea community development in stench, stink, slush or squalor, where elementary human decency cannot be preserved. Why do we then go on harping so innocently and non-chalantly that our projects must first reach the most backward and depressed areas in our metropolis? Let us once for all reject the temporary or permanent need or in-evitability of poverty, destitution or squalor, if we are talking of an egalitarian society based on social justice. Let us reject poverty as a national ideal or ideology, and proceed from that premise to bring justice to the deprived people through community development or any other effective method or project. The distribution of the national income on the basis of social justice will have to be our permanent philosophy. It will not cease even after we have cleared the slums.



II. Slums to be spaced out and improved and surplus population moved.

As the heavily congested slums are ~~thinned~~ or spaced out, every city will need more vacant land to settle the displaced surplus populations. These will naturally have to be moved to further distances, particularly in cities like the island part of Bombay, the Basti area of Calcutta and some of the Katras of Old Delhi. But land is not so scarce at reasonable distances. Only the question of transport to and from the work places in the city will have to be solved for this surplus population moved at a distance. Naturally the new vacant areas will have to be provided with the minimum infrastructure of municipal services and basic amenities to make life healthy and decent. All through this period of 20 to 25 years, we do not suggest that all the citizens in the existing slums or transit camps be provided pacca brick or concrete housing. If well laid out and intelligently planned, in our climate temporary housing of reed, bamboo or other local material with damp-proof floors, mud walls and leak-proof roofs can provide decent shelter. There is no shame or degradation in dwelling in such functionally adequate kachha housing, provided the environmental milieu is clean healthy, and supplied with essential civic services, and social amenities. Land will have to be acquired for the displaced persons and owned by the Municipality,



State or the Town Development Corporation as is done in the U.K. with regard to the development of New Towns..

### IIa Dealing with the millions in urban slums

Such a nation-wide enterprise will have to be spread over a period of 20 to 25 years in order to deal with an estimated 40 p.c. of our urban population in the country or roughly about 48 million deprived citizens, the majority of whom like in 9 or 10 million mark cities about 8 million of these may have to be resettled elsewhere in decent human conditions - not poor or luxurious, but certainly healthy by decent human standards. Then only in my humble view, can we justify the implementation of our programme of Community Development, whose purpose should be to improve the lot of fairly decently settled communities and not of derelict, homeless or vagrant migrants. The implications of this policy suggestion need to be clarified here, lest there be some misunderstanding. I am not belittling the value of effective and efficient Community Development efforts as a process and programme of improvement of social conditions, by involving the local communities in their amelioration with the help of an outside catalytic agency. But it would be self-deception to believe that Community Development can prove to be an adequate substitute for society's neglect, inability or refusal to provide the basic minimum requirements of decent human existence such as food, clothing shelter and employment, and in an urban setting, essential municipal services and social

amenities. If we start Community Development Projects to improve the local communities' lot, depriving them of these basic needs, we will only be inviting failure and wasting useful energy and resources. At best the results would be insignificant compared to the pouring of human energy and material resources on such arid and infertile soil. It is high time that gullible social workers paused and reflected before they became pawns in a political game of escapism or deliberate diversion of attention from tackling the grass-root problems of poverty and social injustice.

12. An outlay of Rs.1640 crores over a period of 20 years

We have currently a total urban population of about 120 million in 110 cities and 2800 towns. Of these about 48 million or 40 p.c. may be living in abject conditions needing urgent relief largely in the larger cities.

Naturally the question of costs would arise if we accept this plea of putting first things first, viz. Improving slum or depressing conditions of about 40 million people in urban agglomerates and finding land and providing kachha but clean housing for about 8 million more citizens, who may have to be shifted elsewhere from the presently occupied over-crowded slums. Although all may not have been uniformly hit adversely at an average of Rs.300 per each resident, the improvement costs may come to Rs.1200 crores for 40 million dwellers in depressed areas of our

towns and cities. For the 8 million to be shifted from crowded slums, the cost of purchasing land admeasuring 80000 acres (at 100 persons per acre) on the peripheries of towns and cities at Rs.5000 per acre would come to Rs. 40 crores; and the cost of providing kachha housing and infrastructure of services, @ Rs.400 crores for 2 million families. The total cost of the improvement of the existing depressed areas of 40 million residents and of the resettlement of 8 million displaced persons would thus be about Rs.1640 crores. Spread over a period of 20 years the cost per annum would be Rs.82 crores, providing employment for nearly 100,000 persons and many more. Such a sum is not beyond the capacity of the nations resources, if spread over the Central and 16 State Governments, the 110 Municipalities concerned, the local Industrial and Commercial enterprises and the 48 million people or 12 million families involved.

12a Making living conditions humanly decent, the implementation of Community Development Projects simultaneously or side by side in such encouraging and hopeful outlook will derive meaning and import. What is more, the spirit generated both among the citizens and Development and bureaucratic personnel would be such as to ensure the achievement of substantial results, within a period of 20 years. For instance, the increase in per capita productivity would rise very appreciably, the satisfied deprived population

adding their substantial share to the gross output of the nation. Per contra, nibbling at the vast and rapidly expanding human and environmental deterioration as we have been witnessing these last 20 years, with inconsequential ameliorative schemes, will carry us little nearer our goal or solution. During the 20 years of such work, substantial slum eradication can also be undertaken on a permanent basis, as our developing resources permit. At the rate at which we have been moving these last 20 years in slum clearance, it was estimated by the Working Group on slum Clearance appointed by the Planning Commission for the Second Third Five Year Plans of which I happened to be the Chairman that it would take 110 years to clear the existing slums, provided no new slums came into existence during the interim period. The Group further laid great and pointed emphasis on the constructive aspect of Planned urban development, viz. prevention of new Slums from arising. Strangely enough, since the recommendation was made more slums have come into existence galore because of our laissez-faire policy of unplanned drift and uncontrolled sprawl of urbanism.

13. Estimated recurring and non-recurring cost of Community Development

The ameliorative method of Urban Development applied to such stabilised communities as suggested earlier would bring a lasting benefit to the country. But such projects should not be piecemeal, infinitesimal or short-lived as



has happened in the past, with results quite disproportionate to the human, material, organisational and administrative resources spent thereon. The costs of comprehensive treatment of the problem are not prohibitive. If out of the 120 million urban population, community development projects may need to deal with 50 p.c. vulnerable population, it will involve 60 million citizens or 12 million households. If a Community Worker with one or two local volunteer assistance can organise an area of 1000 households, the number of trained Community Organisers required would be 12000. At one Supervisor to 20 Organisers, 600 Supervisors will guide and coordinate their work, each requiring an office room, clerical personnel ministerial staff, office equipment and stationery, which can be provided by the respective local Authorities. As we consider a Community Centre in each community a necessity for effective work of community development, we will require 12000 Community Centres for the 12 million households. The recurring cost of personnel for the whole set-up would come to about Rs.6 crores per annum, and the non-recurring cost of Community Centres @ Rs.5000 per centre may amount to Rs.6 crores more, that of equipment in 600 Supervisors' offices may amount to about Rs.30 lakhs. This rough exercise of estimating costs has been undergone with a view to indicate that a systematic tackling of our total problem of urban slums is not beyond the nation's technical reach and economic competence. What seem to be lacking are sincerity of purpose and an honest will

to face the accumulated evils and prevent further extension of the known malaise.

14. Both the curative and preventive aspects of Social Malaise need be considered

I need not apologise to you for bringing before you some basic issues of social development, which you think, may not be connected with the theme of the Seminar, viz. 'Urban Community Development'. For after 43 years of social work and social welfare administration, covering an extensive geographical area, I have come to feel that social workers have construed their mission too meekly as hewers of wood and drawers of water for erring, arrogant or self-complacent societies, which are fundamentally inadequate in their basic socio-political structures. Thanks to evolutionary process or historical circumstances. They have been used, without society realising it at the moment, by shrewd power groups and bureaucratic entrepreneurs to serve ends to stave off age-long social injustice and inequitable distribution of the wealth or income of the nation. It is not too early to warn social workers from continuing to be caught in their trap longer. Every 'welfare Scheme needs to be examined both from its post-mortem or curative aspect and equally from its preventive aspect, by way of reducing the incidence of the causative factors, which lead to a social defect, drawlack, deficiency, ill or problem. Welfare Measures must adumbrate both these aspects, viz. curative or



post-mortem and creative, constructive and preventive, so that we can see not only a check and cure of our ills, but also a sure, steady and progressive reduction in the magnitude of the social malaise. We are called upon to treat by attacking the social, economic or political factors giving rise to individual ills and problems.

15. Basic functions to be minded by the Community.

I have touched upon a few aspects only of the subject of your Seminar, viz. the relevance of U.C.D. vis-a-vis urban planning and development. You will no doubt discuss the theme more comprehensively, and particularly such topics as administrative and financial patterns, programme contents, priorities, the training of personnel, need of continuous research and evaluation, as also the role of national and local voluntary organizations. You will not expect me to go into them here, as these topics have been discussed before in a number of national and international seminars and conferences. I would, however, like to invite your attention to the need of clarifying the functions which you would like the community to undertake on its own and which may not need much technical or professional guidance. The Community Organiser will have to initiate its members to undertake such functions on their own at an early stage. One of such obvious functions would be the maintenance of the cleanliness of person, home and surroundings. In the

general apathy of our people to this basic need of decent living and trait of self-respect, this lesson needs to be taught the earliest to every group or community among which the projects are implemented. The next would be an orderly arrangement and management of the household inclusive of the purity of potable water, channelling the kitchen smoke, separation of the kitchen from the rest of living space, and stocking the various articles of bedding, eatables, etc. in a neat and tidy way. These two facets of daily life seem to be basic to good living.

16. Functions where external guidance and assistance are needed

The Community would need guidance about forming needed associations, their democratic functioning, and the tasks or programmes which may be undertaken by them with the help of the community organiser, or under the guidance of various technical departments of the civic authority. It would be very useful if after proper study, survey and experience, the tasks and functions which primarily every local community could undertake on its own steam were to be listed and entrusted to be carried out by responsible local members. These functions and tasks can be added to for implementation by the community as its competence increases with experience. The functions regarding which technical assistance is required could be listed separately and guidance given. Such further tasks will be such as forming Saving and Credit societies. Purchase

c. Distribution Co-operatives, literacy or craft classes for youth and women, organising children's care, instituting needed creches for infants or nursery and kindergarten classes for toddlers, etc. Even where at first, external aid is required to formulate and run a particular activity, the community members may be systematically trained to give all help and supervision within their competence. This management skill of members, it must be the primary task of the Community Organiser and Technical or Professional helpers to increase by seeking active participation of the community therein. All efforts need be made to avoid making the community abjectly dependent on outside help. That is why such services as can effectively be rendered by the Municipal or State Departments, it would be unwise to ask the community to initiate on their own, because they have not been provided by the authorities concerned.

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Employment for the unemployed

In urban community development, it is a common experience that a deprived community expects and asks for the supply of basic needs very soon after an agency has started functioning for its improvement or amelioration. As the question of finding employment for youth, adults and aged arises, the Community Organisers will feel this economic pressure on the members of the community more urgent - particularly in urban settlements. This issue of finding employment for willing unemployed workers is so basic that no community development project can evade the impact of this primary

problem of the country in cities. The Employment Exchanges and the Training Centres will therefore have to work in close co-operation with the Community Development officials if the project is to record any worthwhile success and receive the respect and attention of the members of the community.

18. Limitations of Community Development as a Panacea

Such involvement may also lead to looking into other strongly felt needs of the community, such as for instance the effective treatment of chronic<sup>old</sup> sick, physically and mentally handicapped, delinquent and anti-social. Soon earnest workers will have to make a decision as to what functions form a legitimate part of the contents of Community Development Projects and what problems will have to be relegated or entrusted to the legitimate technical departments of the Local, State or Central Governments. If Urban Community Development projects are to function as answers to the manifold needs and problems of local urban communities, the limitation of their capacities will have to be carefully thought out and the communities will have to be supplied with satisfactory answers for not taking action. Otherwise there lurks the risk of losing face or proving inadequate in the eyes of the trusting community. This has been a cause of serious frustration to earnest community development workers in most instances. The strategy of development therefore needs close and constant rethinking.





NATIONAL SEMINAR ON URBAN COMMUNITY DEVELOPMENT

(February 15-16, 1973)

URBAN COMMUNITY DEVELOPMENT PROGRAMME:  
A REVIEW OF ITS FUNCTIONING AND PERFORMANCE

BY

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UNDER THE JOINT AUSPICES OF  
CENTRAL INSTITUTE OF RESEARCH AND TRAINING IN  
PUBLIC CO-OPERATION  
AND  
CENTRE FOR TRAINING & RESEARCH IN  
MUNICIPAL ADMINISTRATION  
INDIAN INSTITUTE OF PUBLIC ADMINISTRATION, NEW DELHI

URBAN COMMUNITY DEVELOPMENT PROGRAMME: A REVIEW OF ITS  
FUNCTIONING AND PERFORMANCE

PART I

Dr. SUBHASH CHANDRA

Urbanisation in India has accelerated so fast that it has overtaken the rate at which the general population is growing. The rapid pace of urbanisation and the massive immigration of rural and semi-rural population in towns and cities have among other things, manifested themselves in two particular ways. Firstly, the process has produced a complex and difficult world of social relationships characterised by anonymity, growing lack of face to face relationships coupled with marked decline in effective communication and conflicting standards of behaviour. Secondly, it has increased the deficits and congestion of existing urban services, particularly in health, housing, education and civic amenities. It has resulted in the proliferation of slums which has assumed unimaginable dimensions. The municipal administration which has suffered a sharp decline in its efficiency and moral standards since independence, has no resources and skills to grapple with the stupendous problems of urban deterioration. Dissatisfactions and frustrations arising out of these conditions have serious repercussions on the stability of urban living.

Urban community development has emerged as a possible strategy of intervention to solve some of the problems of the city in general and of the depressed areas in particular. It involves two fundamental ideas : the development of effective community feeling within an urban context and the development of self-help and citizen participation in seeking community integration and change.

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The material for this paper has largely been drawn from the Evaluation Report of Urban Community Development Projects (1972) with which the writer was associated as the leader



In India, the first urban community development project was initiated in 1958 in Delhi with the help of a grant from the Ford Foundation. It was, subsequently, followed by Ahmedabad (1962), Baroda (1965) and Calcutta (1966) Projects. The Rural Urban Relationship Committee Report (1966) did some detailed thinking on urban community development programme and made recommendations about the lines on which urban community development programme could be undertaken on a nationwide scale.

During the last year of the Third Five Year Plan, the Union Ministry of Health initiated 20 pilot projects in selected cities with a population of one lakh or more. Each project was designed to cover a population of 50,000, split into approximately 8 mohalla-level committees with a population of 6,000 each, to be further sub-divided into 12 primary units consisting of a small population of 500. The scheme provided a specific staffing pattern of a Project Officer and 8 Community Organisers supported by some voluntary workers for which a sum of Rs.50,000 per annum was allotted. A separate grant of Rs.15,000 was provided for local developmental activities undertaken by the neighbourhood community on the basis of a matching contribution. It was, however, decided that the expenditure would be shared on the basis of 50 per cent to be paid by the Central Government and the remaining 50 per cent to be met by the state government and local body concerned. The expenditure on training, evaluation and research was to be borne by the Central Government.





Allocation of the Projects

The original idea was to allocate at least one project to each state. However, only 14 projects were started in the first half of 1966 which are listed as under:-

State	No. of Projects	Cities
1. West Bengal	2	Salkia and Tollyganj
2. Gujarat	2	Bhavnagar and Rajkot
3. U.P.	2	Kanpur and Jhansi
4. Delhi	2	South Delhi and Trans-Jamuna Colonies
5. Maharashtra	1	Aurangabad
6. Rajasthan	1	Ajmer
7. Manipur	1	Imphal
8. Tripura	1	Agartala
9. Goa	1	Panjim
10. Punjab	1	Ludhiana

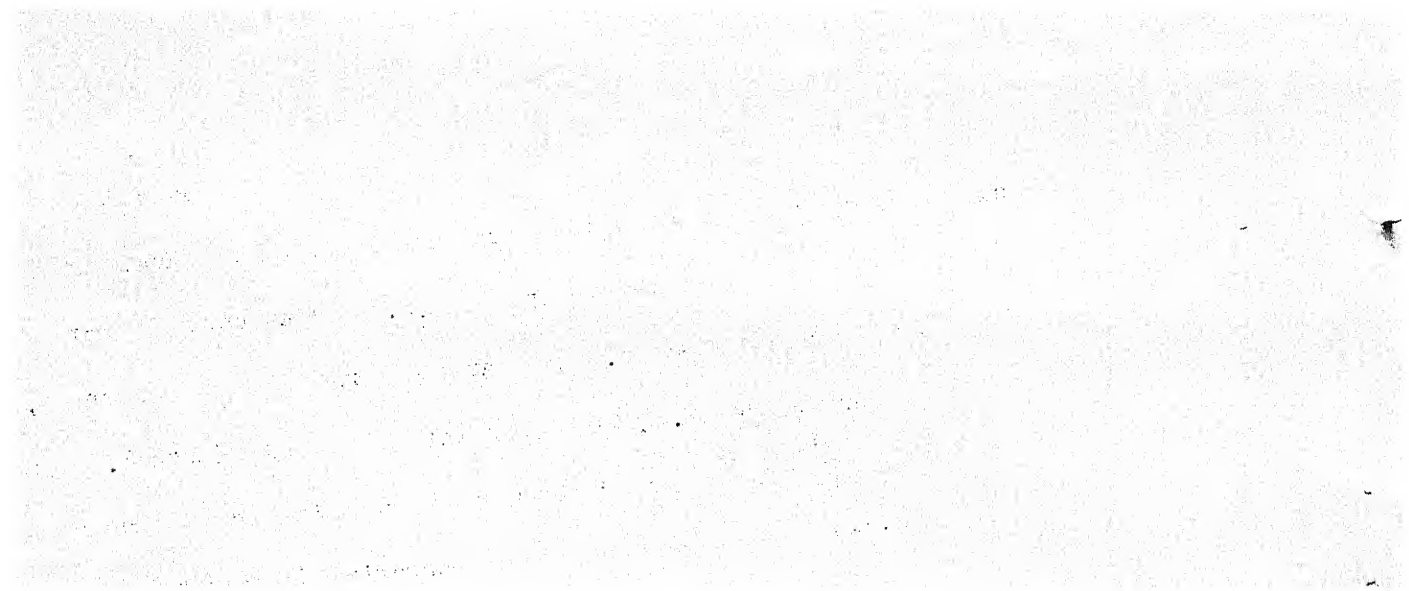
The response from the State Government was not very encouraging and in many cases action in approving the start of a project was delayed and some of the states even abandoned the idea of sponsoring any project because of the difficulties experienced in getting clearance of their respective Finance Departments due to constraint of resources. The Goa Administration decided to close down the project in 1968, followed by Rajasthan and West Bengal Governments in 1969. The Jhansi Project



was closed down in 1971 as per the recommendations of the Evaluation Committee appointed by the Government of U.P. Subsequently, 6 more projects were started at Surat, Jamnagar and Baroda (all in Gujarat), Hyderabad (Andhra Pradesh), Quilon (Kerala) and Gauhati (Assam). Thus, at the time of reporting 13 projects were functioning in different states, among these Gujarat being conspicuous by sponsoring 5 projects.

The urban community development projects were in the nature of pilot projects, designed with a view to facilitate the very close concurrent study of the programme as it developed. While the broad guidelines were laid down in the light of experience already gained no attempts were made to prescribe any rigid uniform pattern at the initial stage. It was decided that the matter must be approached with a considerable degree of flexibility that would give a chance of studying and analysing the relative merits and demerits of various methodologies and organisational patterns so as to arrive at some proved set of workable pattern for the future.

Keeping in view the experimental nature of the programme the scheme envisaged the provision of a good, strong cell at the Centre with necessary research staff which could visit the field frequently, gather information, analyse it, do thinking documentation, and disseminate information among all the projects. The scheme had also provided for the appointment of a Director in each State, a senior level expert in social work, to act as a guide and philosopher of the project in its formative stage and to be the programme's eyes and ears' in the field to register important messages in terms of field experiences. But somehow or the other, both these provisions could not





materialise and the idea of inbuilt evaluation and research mechanisms in the programme structure got defeated. Perhaps, this was one of the reasons that prompted the Ministry of Health to moot the idea of the programme being evaluated by an outside expert agency.

In September, 1971 the Ministry made a formal proposal to the Central Institute of Research & Training in Public Cooperation regarding the evaluation of the programme. The following 'terms of reference' were laid down for the evaluation study:

- (i) to examine and assess the overall impact of the project activities on the community in the project areas;
- (ii) to study the nature and extent of community participation, the procedure of enlisting community participation and the impact of such participation on the attainment of objectives of the programme; and
- (iii) to find out difficulties and bottlenecks responsible for holding up more effective implementation of the programme.

The study was carried out in the operational areas of those projects which were started in the year 1966-67 and were still functioning. Thus, only 7 projects were covered under the study which are listed as below:

<u>S.No.</u>	<u>Name of the Project</u>	<u>Date of Initiation</u>
1.	Aurangabad (Maharashtra)	Feb. 21, 1966
2.	Bhavnagar (Gujarat)	Jan. 1, 1966
3.	New Delhi South (Delhi)	April 20, 1966
4.	Hyderabad (Andhra Pradesh)	Dec. 1, 1967
5.	Kanpur (Uttar Pradesh)	Feb. 21, 1966
6.	Ludhiana (Punjab)	Feb. 1, 1966
7.	Surat (Gujarat)	Dec. 1, 1967





The Baroda Project was selected for special observational study as this project was operating on altogether different scale and pattern with different types and size of inputs. The above listed seven projects were studied in their totality in order to obtain a comprehensive picture of the programme. Besides, in each project one Vikas Mandal Service area or such equivalent operational area was selected for detailed and in-depth analysis of project programmes, their impact and people's participation.

The total size of the sample was 749 (107 for each project) and it included State Level Officials (7), Project Officials (35), residents belonging to the selected service areas (350), community leaders (98), beneficiaries of the selected project activities (245) and municipal and government officials (14). The residents and beneficiaries of service-areas, community leaders and project functionaries were interviewed with the help of specific tools designed for this purpose. Besides, detailed information about the structure and accomplishments of each project was collected through record proformas. The interviewing and record analysis was further supplemented by group discussions, participant observations and attending of meeting etc. The data were collected during the period from October 1971 to March, 1972. The next section of the paper summarises some of the important findings of the study.

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Selection of Service Areas

The identification and selection of service areas for any development project involves issues of strategic significance as it very largely determines the action of the population which is to be reached and ultimately benefited. The central scheme laid down the following criteria for the selection of service areas:

- (i) These should be geographically contiguous, compact and part of well defined administrative unit;
- (ii) Should have common characteristics regarding standard of development and services available in the area;
- (iii) Existence of specific plans for improvement;
- (iv) Availability of a community place (such as school building, library etc.) in the neighbourhood to facilitate collective programmes in the community.

Most of the service areas selected for urban community development work were in conformity with the criteria laid down and included slums and depressed localities of the city, new housing colonies where slum-dwellers had been shifted; and mixed bustees of katcha and pucca houses inhabited by low-income and lower-middle income groups. This has also been supported by the fact that more than 75 per cent of the sample respondents belonged to the low-income group. However, the significant and crucial criterion of selecting only those areas for which the local authorities have specific development plans was not strictly followed in most of the cases. Consequently, the project staff had to undergo lot of stress and strains in arranging basic





physical amenities for these areas. The criterion of geographical contiguity and compactness was also not observed in some cases such as in Kanpur and Bhavnagar Projects which led to placing heavy time-demands on the project staff and rendered inter-service areas cooperation and coordination more difficult to achieve.

The project staff, in most of the cases, could not play their legitimate role in the selection of service areas and in a few cases the areas were selected when the project staff was away for three months' initial training. The project staff did involve themselves in surveying the potential areas, but their assessments were given less weightage in preference to certain political or other considerations. In spite of these vitiating influences the selected areas generally represented the slums and depressed part of the city habitat with population falling in the low-income bracket.

#### Coverage

Each project was designed to cover a population of 50,000 with the sanctioned strength of 8 community organisers and one Project Officer. The coverage of the projects under study and the average strength of community organisers are given in the following table:

Location of the Project	Population Covered		Percentage of Variation	Average Strength of Community Organisers
	In the First Year	In 1971-72		
1. Aurangabad	57,111	57,111	Nil	3.0
2. Bhavnagar	24,500	84,000	+243%	6.5
3. Delhi	17,575	30,000	+70.6%	4.2
4. Hyderabad	19,500	49,605	+154%	4.3
5. Kanpur	18,000	101,000	+461%	4.5
6. Luthiana	39,600	48,900	+ 24%	2.4
7. Surat	21,500	52,200	+142%	6.7



It can be seen that most of the projects exceeded the ceiling of coverage proposed in the central scheme but they were not able to have the full complement of the sanctioned staff. The Aurangabad and Ludhiana Projects had only one-fourth of the sanctioned staff, while the projects at Delhi, Hyderabad and Kanpur could have only one-half of the sanctioned staff. The Kanpur Project was conspicuous in crossing the one-lakh limit of population coverage which resulted in the project spreading itself too thin and the staff too hard pressed to register any visible impact. There has been a general tendency among most of the projects to cover the prescribed size of population or to even exceed it. This has resulted in begetting problems and frustrations as proportionate staff and other inputs were not available and required structural support was not provided.

#### Administrative Pattern

The central scheme envisaged that the Corporation or the Municipality should be the local agency for implementation of the programme, which will require mobilisation and coordination of various departmental activities of the local bodies concerned. The scheme further provided for the setting up of a small Project Advisory Committee in each project-city under the chairmanship of Mayor/President of the local body and consisting of some Councillors, important local leaders and social workers. The Municipal Commissioner or the Executive Officer was to function as its Secretary and the Committee was expected to help in ensuring coordination between the Project and various departments of the local body.



The projects at Delhi, Bhavnagar, Surat, Kanpur and Hyderabad were placed under the direct control of the municipal authorities and the State Governments exercised general control through its Local Self Government Department. In Aurangabad and Ludhiana the projects were functioning under the administrative control of the Director of local bodies/Municipal Administration in the respective States, the District Magistrate being the administrator in-charge at the district level. Project advisory committees were set up at Kanpur and Aurangabad and were functioning at the time of study while the projects at Ludhiana and Hyderabad had no such arrangement. The Standing Committee of Bhavnagar Municipality, Ad-hoc Committee of the Corporation at Delhi and the Cultural Committee of the Corporation at Surat were discharging some of the functions stipulated for project advisory committees. Gujarat was the only state which had set up a State Level Advisory Committee which had been quite active and functional.

The quality of relationship obtaining between the project and the local body has varied from place to place. It has largely been dependent on the tact and skills of the project staff and the approach and attitude of the municipal officials. It was found that the response of the municipal authorities, particularly where the projects were not placed under the direct administrative control of the local bodies, have not been very encouraging. The heads of municipal departments did not have much idea about the urban community development approach and hence could not appreciate and understand the needs and problems of the projects, resulting in unnecessary delays, procedural rigmaroles and mutual bickerings. In one project the relations at one stage





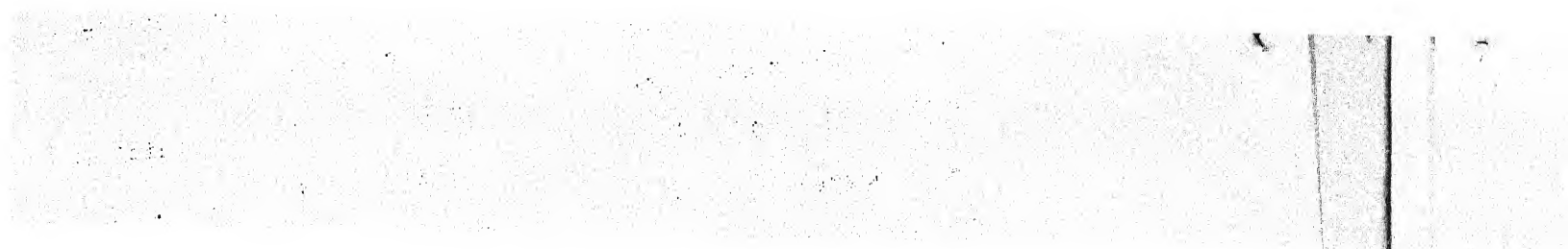
reached the breaking-point and the project-staff was withdrawn from the field. A few other projects complained about a good deal of their time being taken away in attending to municipal duties which did not form part of their legitimate role. The blame partly rests with the officials at the state level who did not make sufficient efforts to orient the municipal staff with the need and significance of urban community development programme. One of the objectives in proposing the appointment of a senior officer as Director of U.C.D. in each State was that he would be instrumental in fostering better understanding and functional relationship between the project and the local body. This objective could not be achieved as no State appointed a separate Director of U.C.D.

But, on the whole, no matter whether the project was functioning under the administrative control of the state government or of the local body concerned, it has been possible to obtain cooperation of the municipal authorities in the working of the projects. A mention may be made of the Hyderabad Municipal Corporation which sanctioned a special grant of Rs.1. lakh for promoting development work in the service areas of the project.

#### Financial Assistance Pattern

The annual ceiling of one urban community development project was fixed by the Central Government as per the following details:

(i) Staff salaries - including Director, one Project Officer and 8 Community Organisers.	Rs. 38,000
(ii) Honorarium to voluntary workers	Rs. 4,800
(iii) Other staff and contingencies	Rs. 5,000
	Rs. 47,800
	or say Rs. 50,000
(iv) Grant for local development activities on matching basis	Rs. 15,000



The financial burden was to be shared between the Central Government, State Government and the local body concerned in the ratio of 50:25:25 respectively. In the year 1969, as per prior agreement,, the Central Government stopped contributing directly in the form of a scheme-grant and the central share was merged into bloc-grants made available to the states concerned. The entire cost of training of the staff and local leaders, however, was borne by the Government of India.

The ceiling of Rs.65,000 for running a project was found to be grossly inadequate to finance the organisational structure and programmes of a project. It fell much short of the requirements and led to the projects remaining under-staffed and ill-equipped. Furthermore, the procedure for releasing the share of State Government towards the cost of the projects caused much inconvenience to the projects and resulted in under-utilisation of the sanctioned budget. For example, a provision of Rs.4,800 was made available per-year and per-project for paying honorarium to voluntary workers and craft teachers but the expenditure against this item was not very satisfactory. Procedural wrangles and lack of efforts on the part of project staff resulted in not utilising the potentials of voluntary workers. The projects at Delhi and Bhavnagar particularly, totally failed in utilising this part of the sanctioned budget.

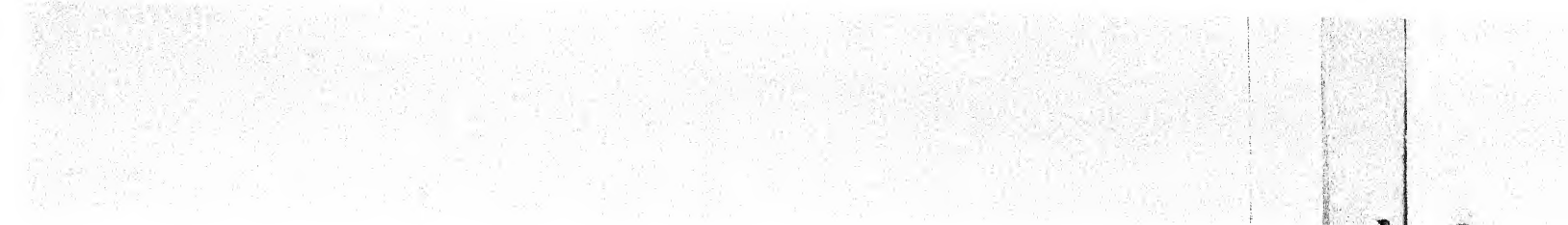




Regarding the provision made for undertaking local activities on the matching contribution basis, a sum of Rs.15,000 per annum per project was made available. The expenditure position against this item too was not very encouraging. The data revealed that a total of Rs.312,073 only was spent by all the seven projects against a total amount of Rs.6,30,000 sanctioned during the period of six years. There have also been inter-project variations in this respect and the average annual expenditure on this item has ranged from Rs.3660 in case of Kanpur Project to Rs.30,000 in case of the Aurangabad Project. It may be mentioned that the Ludhiana Project could not spend a single penny on this item as the grant-in-aid rules in the State were not finalised. Many a time the project's programmes suffered considerably due to non-finalisation or rigidity of existing grant-in-aid rules and regulations of the local body and the State Government.

#### Staffing Pattern

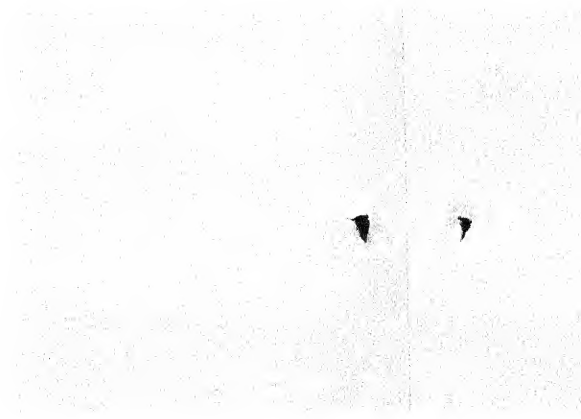
Regarding staff the Central scheme prescribed more or less specified pattern. It said that competent, adequate qualified and trained organisers as well as high level directing staff should be engaged to ensure successful implementation of project programmes. It proposed that a senior officer with aptitude and experience of social work should be appointed in each State as the Director of Urban Community Development Programme. None of the projects under study



had a Director at the State level, except in case of Gujarat where a position of Deputy Director was created in the Directorate of Municipality, Department of Local Self Government. But in this case also the official did not have the exclusive charge of urban community development programme only but performed certain other functions also.

Each project was sanctioned a staff strength of 8 community organisers (4 male and 4 female) and one Project Officer. None of the projects under study had the full complement of the sanctioned staff. The average strength of community organisers ranged from 2.4 to 6.7. This under-staffing created serious problems to the projects and the resultant heavy work-load affected their performance adversely.

The standard and quality of staff as well as the source of recruitment varied from project to project. In Kanpur and Aurangabad the staff was mostly drawn from the Rural Community Development Programme. In Hyderabad the Project Officer was drawn from among the senior Block Development Officers while the Community Organisers from the cadre of Assistant Development Officers. In Ludhiana the project staff have had the experience of working as B.D.O. or other supervisory capacities in social welfare programmes. In Surat and Bhavnagar the entire project staff was recruited directly and in Delhi it was drawn from the Urban Community Development Department and other departments of the Municipal Corporation.



The pay scales of the staff varied from State to State and even project to project and the salary of Community Organisers ranged from Rs.225 to Rs.800 p.m. The pay scales depended on the last pay drawn in the previous assignment unless recruited directly in which case the pay-scales were fixed more or less in conformity with those laid down in the central scheme. The pay-scales of the project staff were not found to be satisfactory keeping in view the challenging, time consuming and strenuous nature of their jobs. The staff, on deputation from other departments was relatively better paid and the ceiling of Rs.50,000 fixed for staff expenditure fell short of the requirements. The ceiling did not take into account the dearness allowance, city compensatory allowance, housing and other allowances. This has been the main factor responsible for the projects remaining under-staffed.

Another reason for the projects remaining understaffed was the proportionately high rate of staff-turnover. This turnover can be attributed to a variety of factors such as relatively low emoluments and facilities offered to the staff, strenuous and arduous nature of job and prevailing insecurity and uncertainty of job-tenure. The feelings of insecurity were traceable in the existing staff also as their fate was linked with the continuance and extension of urban community development programme. In some cases the job-term of the staff was renewed on year-to-year basis. Obviously, this fear psychology was responsible, to some extent, in the project staff not putting up their best performance in the field.





The position regarding voluntary workers also has not been very satisfactory. Except in the case of Hyderabad and to some extent Kanpur, voluntary workers were either not recruited or not properly utilised. The ceiling on staff expenditure and cumbersome procedure of recruitment came in the way of their recruitment and effective utilisation. These voluntary workers, wherever recruited and trained, demonstrated remarkable potentials of working as action and change agents in the neighbourhood and provided a functional linkage between the project and the neighbourhood.

#### Supervision and Guidance

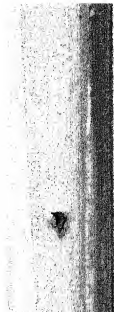
At the project level the Project Officer was the immediate controlling and supervising authority. The relationship between the Project Officer and Community Organisers were designed to be that of a professional team working closely together for the promotion of the programme. This was generally ensured by weekly meetings, individual consultations and discussions on periodic reports. The nature of work required visits by the project staff to service areas in the mornings and evenings and even on sundays and holidays. In almost all the projects the Community Organisers were required to maintain daily or weekly diaries recording the places visited, persons met, activities attended and other matters pertaining to their field work. But the quality and level of supervision and guidance left much to be desired. The supervisory meetings were very infrequent and the method of supervision was not very systematic and scientific.



Recorded material was mainly of descriptive type and was rarely put to any effective use. The daily or weekly diaries were mostly ritualistic in nature and seldom analysed to provide effective feedback.

The project staff constantly felt the need for help and guidance from a senior officer at the state level who could coordinate the channelising of various government and non-government resources, help the project in establishing a workable equation with the local body and guide them in programme planning and development. This help could not reach them from any quarter.

The discussions with state level officials of Local Self Government Departments and officials of Directorates of Municipal Administration revealed that while they were conscious of the fact that the projects were languishing for want of adequate support and guidance, they were not prepared to take sufficient initiative for bringing substantial changes. These officials were of the opinion that the initiative largely rested with the Central Government which had initiated and sponsored the scheme. They also felt that the present size of the programme was too small to warrant more attention and initiative on behalf of the State Government. Gujarat was found to be the only state which exercised its own judgement and initiative in launching five projects at the time of study. The State was enthusiastic to start even more projects.





### Mobilisation of Resources

The analysis of financial pattern has suggested that the central scheme did not aim at setting up a new functional department to undertake programmes against specific budget allocations. The objective of the scheme was on the one hand to mobilise resources locally through the efforts of the people and on the other to secure for the neighbourhoods of the service areas assistance under the various schemes of the local body and Government departments as well as help and support from voluntary organisations.

Most of the projects did fairly well in obtaining whatever assistance was possible by way of technical services or cash grants from voluntary agencies, Government departments and local bodies. The data revealed that against the total sectoral inputs in terms of State Government and Local Body's expenditure of Rs.17,43,159 (roughly Rs.17.5 lakhs) for the seven projects under study, the project staff was able to mobilise a sizeable sum of Rs.102,37,346 (roughly Rs.1 crore 2 lakhs) by way of people's contribution in terms of money and services and help and assistance received from government departments, local bodies and voluntary organisations. The figures suggest a remarkable ratio of 1:6 between the sectoral inputs and other resources generated through local initiative and through help and cooperation from voluntary organisations and government departments. The assistance received from local bodies was in addition to their normal



development allocations for respective service areas and came in the shape of physical improvements and provision of civic amenities. The government departments assisted the projects by way of providing technical services, equipments and facilities. Local bodies and Government departments made use of the projects as instruments for channelising their assistance for social welfare programmes such as child nutrition, flood and emergency relief programmes, housing subsidies etc. The help and assistance received from voluntary organisations were of varied nature and included such help as donations of community listening sets, building material, mid-day meal for children, medical aids, sports and educational equipments etc.

Inspite of the encouraging performance of the project staff in mobilising local and outside resources, the need for putting more efforts in this direction and working more systematically on it cannot be overlooked. It has been found that the project staff largely confined themselves to their respective service areas and did not look beyond it. The projects did not make planned and whole-hearted efforts to relate themselves with broad city-structure and consequently deprived themselves of immense technical and welfare resources which could have been made available to them and could have augmented their resources considerably.



### Programme Contents and Priorities

The central scheme listed six different categories of programmes which could be taken up for the urban community development work. These programme categories broadly were physical improvement and civic amenities; health and sanitation; economic programmes; recreational and cultural activities; educational; and miscellaneous programmes. The scheme laid special emphasis on motivation of the people themselves and on developing initiative amongst the people for undertaking programmes that would meet their felt or expressed needs. It was further suggested that while the programme to be undertaken in a project will depend upon the needs and condition of the area, it will be desirable to select only a few activities so that the project staff might concentrate on them and their impact might become more visible.

The projects under study have undertaken a sizeable number of programmes, of varied nature and content. The following table gives the total number of units of activities under different programme categories as reported by the seven projects.

A selective table of categories of programmes  
with their units and number of beneficiaries

<u>Programme Category</u>	<u>Units of Work</u>	<u>Number of Beneficiaries</u>
Physical improvement and civic activities	2118	112,700
Health and sanitation	727	311,589
Educational	374	120,582
Economic	695	41,675
Social, cultural and recreational	1629	472,588
Miscellaneous programmes	89	32,619





The figures suggest that unit-wise largest concentration has been in programmes of physical improvements and civic amenities and cultural and recreational programmes, the latter also having the largest nature of beneficiaries. The programmes have resulted in achievement of various kinds and nature. Through these programmes the projects have been successful in providing some basic physical and civic amenities, some essential health, educational and recreational facilities and in improving the socio-cultural climate of the service areas. The impact of these achievements was felt more by those who were either direct beneficiaries or were closely associated with programme implementation. The following table reveals that roughly 6 out of every 10 residents of service areas have reported benefits accruing to them or their family members from the activities of the project. As a by-product these programmes could also generate a few intangible benefits by way of fostering better

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Residents Reporting Benefits to them and  
their families from the Project Activities

(N = 326)\*

<u>Opinion</u>	<u>Number</u>	<u>Percentage of Respondents</u>
Benefits reported	190	58.3
No benefits reported	136	41.7

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better inter-personal relationship, generating local initiative and increasing people's capacity to undertake self-help developmental programmes. The confidence which was expressed in the ability of people to work together on common problems has been substantiated.

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\*The question was 'not applicable' to 15 respondents who had no awareness of UCD Projects



However, the project programmes were found to be too diversified in nature (a project listed some 82 activities under various programme categories) and more often than not looked like a 'copy book exercise' undertaken to follow the programme outlines suggested in the central scheme. This robbed the projects of their own initiative in identifying local needs and problems, determining priorities and patterning the programmes as suited to local conditions.

The economic programmes, particularly, have failed to receive enough attention and emphasis. Both the residents and beneficiaries of the service areas voiced the need for undertaking economic programmes time and again. Whatever economic programmes have been undertaken were not backed by systematic planning, organisational ability and viability of organisational and financial structures to handle production and marketing of goods. The economic programmes, it seems, have suffered from the ad-hocist approach generally adopted by the projects in undertaking programmes.

#### Community Participation

The concept of people's participation is central to the approach of urban community development. The entire process of urban community development is geared around people's involvement and participation in efforts to improve their level of living with as much reliance on their own initiative. Project programmes have been conceived as mere instruments of initiating and enthusing the community



for self-help through effective utilisation of their own resources and mobilisation of outside resources which often lie well within their reach but go begging for want of coordinated efforts.

The residents of the service areas were generally aware of the project and its programmes but their participation and involvement in project programmes cannot be considered satisfactory. The following table classifies the resident in terms of their level of participation in project programmes and activities. The table points out that only 38.1 per cent residents (having high and medium level participation) can be described as having a satisfactory participation level, whereas the rest 61.9 per cent have a either peripheral participation or no participation at all. This was primarily because project programmes were not evolved out of the felt or expressed needs of the neighbourhood and people's participation was not ensured from the very planning stage.

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Composite Participation Index\*of  
Residents in Project Programmes

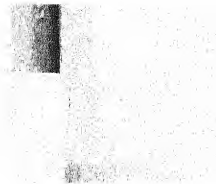
(N = 341)

<u>Level of Participation</u>	<u>Percentage of Respondents</u>
High	17.9
Medium	20.2
Low	30.8
No participation at all	31.1

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\*The composite participation index refers to the participation score that each respondent could acquire in terms of his own and his family members' participation in project-activities. This participation score was derived through measuring the respondent and his family's nature of participation, frequency of participation and the role they could play in the organisational structure of project programmes.





Most of the participation was confined to receiving direct benefits and consumption of services only and not much efforts were made to extend it beyond that.

The central scheme recommended that each service area should have its own neighbourhood council (vikas mandal) or mohalla committee consisting of representatives of different sections of the neighbourhood. The projects were supposed to help them evolve and grow and work through them in reaching the entire population of the neighbourhood. Some of the projects followed this suggestion in spirit while many others proceeded a little too enthusiastically to form vikas sabhas and vikas mandals. The result has been none too happy. In many a case it has resulted in the creation of sterile, rootless and ineffective groups and organisations behind the facade of democratic leadership and initiative. This has been substantiated by the data which indicted that only one out of every four residents was member of such organisations. It seems that the formation of such bodies was not backed by sufficient preparatory efforts by the project staff and the communities were not ready to accept and participate in these bodies which continued to exist artificially.

#### Training, Research and Evaluation

The central scheme had envisaged that the training, research and evaluation aspects of the programme would be entrusted to a cell in the Central Ministry of Health. The cell was expected to be continuously engaged in the evaluation of pilot projects so that the



Development projects of the nature of urban community development programme carry no alchemic powers with mysterious potions. Nor do they have a magic wand to open the doors to wealth and prosperity. It is, therefore, not surprising that the results obtained from the working of urban community development projects are not spectacular. Nevertheless the projects have been able to make appreciable headway in sensitising the people to their needs and problems, bringing their aspirations and discontentments to surface, arousing their interest and enthusiasm for improving their conditions of living, helping people to organise a wide variety of programmes of self-help, and mobilising the support and assistance from various government and voluntary agencies.

There have been failures too but these are largely accountable to such factors as very low inputs, lack of adequate structural support, interference from certain political and vested interests, general apathy and indifference prevailing among people, absence of proper supervision and guidance, inadequate provision of research and feedback mechanisms etc. In spite of these limitations and handicaps the projects could show the results as reflected through our findings, it can be safely predicted that the programme holds an optimistic future and has considerable potentials for initiating the processes of growth and change. Given the necessary inputs and adequate structural support the programme can be legitimately expected to give still better performance.

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